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ABSTRACT

Reported are findings of a study to obtain information on the homebound vocational rehabilitation services offered by 20 agencies. Outlined are components (such as scope, funding, intake and evaluation, and success factors) of programs classified into five major models: crafts model (homebound persons produce craft items); subcontract model (homebound persons work on subcontracts from private industry); mixed model (provision is made simultaneously for both craft and subcontract work activities); facility-based model (homebound persons are served year-round by being transported to a facility for rehabilitation, employment, or social purposes); and comprehensive model (social, education, mental, health, vocaitonal, and/or recreational services are delivered as a total package to homebound persons). Discussed are generalizations from study findings which include that homebound rehabilitation programing is feasible under current conditions, that the sheltered workshop seems to provide an especially favorable locus for homebound rehabilitation program, and that an inclusive concept of rehabilitation is among the variables related to program success. (SBH)

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# A STUDY OF SERVICE DELIVERY MODELS FOR HOMEBOUND REHABILITATION

## A MONOGRAPH OF THE PROGRAMMATIC RESEARCH PROJECT ON THE REHABILITATION OF HOMEBOUND PERSONS

BY: HERBERT RUSALEM, Ed.D.
with the assistance of:
Milton Cohen and Charles Houston

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The Programmatic Research Project on the Rehabilitation of Homebound Persons is one aspect of the comprehensive multi-function rehabilitation research offered by Federation of the Handicapped.

Among the Components of the Program are:

1. The Rehabilitation Learning Capacities Project
2. The Rehabilitation Disability Prevention Program
3. Higher Horizons for the Homebound
4. The High School Homebound Program
5. The Homebound Employment Program
6. The Homebound Recreation Service
7. The Tri-Eval Vocational Evaluation Center
8. The Training Services Program
9. The Counseling and Placement Service
10. The Rehabilitation Workshop
11. The Industrial Services Department
12. Personal Aides to the Homebound
13. The Research and Development Program, including the National Research Utilization Effort
14. The Advocacy and Community Education Program

Although Federation of the Handicapped is a Local Voluntary Non-Sectarian Agency, its Homebound, Learning Capacities, Disability Prevention, and Research Utilization Activities are national in significance.

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# INTRODUCTION

MILTON COHEN
Executive Director
FEDERATION OF THE HANDICAPPED

When I first entered the field of rehabilitation some 35 years ago, only a handful of agencies and rehabilitation workers were concerned with the special problems of homebound persons. As this monograph indicates, the number of agencies and individuals involved today in this area has swelled to the hundreds. In my supervision of the Programmatic Research Project staff, I have been especially cognizant of this survey of rehabilitation agencies throughout the United States because I consider it my special function in this Project to promote the utilization of our research and demonstration findings throughout the United States. Thus, I was gratified to observe that literally hundreds of rehabilitation facilities are serving homebound persons in some way and that more than 50 have differentiated programs for this caseload.

This finding suggests to me that a positive change has taken place in regard to severely disabled persons in our society. Notwithstanding nationally imposed economic and administrative restraints that impinge upon current rehabilitation efforts, limiting their scope unreasonably, the momentum of homebound rehabilitation programming has not been lost. Distorted priorities, false dollar goals, and dehumanizing procedures, forced upon humanistically-oriented and concerned rehabilitation workers could well have destroyed the growing homebound rehabilitation movement. However, it is a tribute to the durability and persistence of the field that this has not happened and I conclude, therefore, that American rehabilitation is committed to the severely handicapped no less firmly than in the past.

In confirmation of this position, the outcomes of the Study reported in this Monograph reveal no dimunition in the efforts of rehabilitation agencies to serve the homebound. Apparently, dollar values are less critical than people values in the minds of many rehabilitators.

Specifically, this monograph concerns the manner in which 20 rehabilitation agencies are expressing these people values in terms of services for homebound clients. In many ways, it bears testimony to the commitment that these agencies, their leaders, and their staffs, have to the real fulcrum of rehabilitation--that is, service to all disabled persons regardless of their limitations or ultimate potential as taxpayers. Here, in service to the homebound is at least one area in which pressures for dehumanization have been contained. Although our Study dealt exclusively with the 20 Programs described herein, they constitute only a small part of that segment of the rehabilitation movement that is unwilling to succumb to the cost-benefits steamroller. In service to the homebound (as in other sections of rehabilitation), professional workers seem inclined to hold themselves accountable to the disadvantaged and disabled rather than to the bookkeepers and money-changers. This is the way it has been in rehabilitation in the past, and, if agencies serving the homebound reflect the more general feeling in our field, this is the way it is going to be in the future.

# I.

# THE NATURE OF THE STUDY

Disabled persons who are so severely limited that they cannot regularly leave their homes to participate in education, employment, and social activities are a major challenge to America's rehabilitation facilities. When Public Law 565 (The Vocational Rehabilitation Act Amendments of 1954) was first enacted, provision was made for a nationwide study of homebound persons. In concluding that extensive deprivation marked the life experience of homebound persons in all parts of the United States, the findings of this Study contained few evidences of hope for the homebound. At that time, only a handful of homebound rehabilitation programs were in operation and prospects were dim for an early national expansion of effort in this area. During the late 1950's even the modest interest in improving services for homebound persons which had been generated by Public Law 565 gradually dissipated and the group lapsed back into its traditional anonymity and neglect.

The first subsequent major "break" in the prevailing wall of apathy occurred in 1967 when the Social and Rehabilitation Service of the United States Department of Health, Education and Welfare, funded the Programmatic Research Project on the Rehabilitation of Homebound Persons at Federation of the Handicapped in New York City. The impact of this Project on rehabilitation services for homebound persons has been considerable. Through monographs, journal articles, personal appearances, conferences, consultations, technical assistance, and use of the mass media, the Programmatic Research Project urged, cajoled, persuaded, argued, reasoned, implored, and insisted, that homebound persons could be rehabilitated at a reasonable cost. In support of this position, the Project staff presented a mass of experimental and experiential data suggesting that homebound persons do, indeed, constitute a viable rehabilitation caseload.

Although the dissemination and utilization activities of the Programmatic Research Project have demolished some barriers to homebound rehabilitation in certain communities the national picture remains spotty. Thus, today, most of the more than 2 million homebound persons in this country still do not have access to suitable rehabilitation assistance; most continue to live in poverty under dehumanizing conditions; most are isolated and deprived; and most constitute needless burdens to their families and their communities. This is occurring despite clear evidence that a large majority of them could be assisted to become more independent and self-supporting citizens within the boundaries of the present rehabilitation service structure. For example, in a longitudinal study of 200 homebound persons conducted by the Programmatic Research Project, it was found that some 80-90% of the members of this unselected homebound sample (followed for periods of two or more years) had sufficient rehabilitation potential to warrant early delivery of rehabilitation service. Confirming data (appearing in another monograph issued by the Programmatic Research Project) indicated that the New York State Office of Vocational Rehabilitation (a typical state vocational rehabilitation agency) has regularly rehabilitated hundreds of homebound persons annually at a moderate average cost without having to make major modifications in its casework or administrative procedures.

As these findings become more widely recognized and as their cumulative impact on rehabilitation becomes too visible to ignore, the usual reasons for failing to serve homebound persons in suitable numbers will become less tenable. Such reasons usually concern the variables of presumed prohibitive case costs, the inaccessibility of homebound persons, the lack of the needed skill and know-how to serve them, the ebb and flow of fragile man-made priority service systems, and the lack of powerful advocates. Each of these factors has been used to erect impenetrable barriers to homebound persons who have rehabilitation potential. In practice, they effectively bar the majority of homebound individuals in America from the rehabilitation opportunities that should be theirs, legally and morally. Research evidence gathered by the Programmatic Research Project effectively challenges each of these factors, but, in many instances, the dogmatic beliefs that undergird them have the force of tradition, apathy, and entrenched habits behind them. As such, they are remarkably hardy and resist alteration by means of reason and logic alone.

Rehabilitation workers who persist in their disinclination to serve homebound persons on an effective systematic basis not only unreasoningly reject this caseload in both direct and subtle ways, but they also ignore the relevance of extensive research findings. Their "practical" frame of reference understandably gives little credence to research-generated data. As they see it, research findings all too often emerge from laboratory and other "unreal" settings which have little comparability with the "hard-nosed" conditions of day-to-day rehabilitation service conditions. Without too much inner conflict, such practioners maintain cognitive systems that deny the validity of recent findings about the homebound because day-to-day experience, however wrong-headed and perseverative, is considered more valid than research. Thus, so long as Programmatic Research Project findings contained a research aura, they could be safely regarded by such practitioners as suspect, academic, unrealistic, and impractical.

Therefore, this Study addressed itself to the problem of gathering data about the rehabilitation potential and experience of homebound persons that would have experiential rather than experimental underpinnings, and, thus, possess greater potency in countering the frequent resistance of rehabilitation practioners to formal research data. The experiential data sought by the Project was required to meet the following criteria:

1. Information would be gathered in day-to-day field, rather than laboratory or project situations.

2. The observation findings would reflect actual everyday rehabilitation Agency experiences in a variety of typical unaltered service settings.

3. The supporting interview materials would be gathered from practicing rehabilitators, not academic or research personnel.

4. The information would be derived from programs which are not currently receiving extensive research demonstration, or other special grant funds. Thus, the findings would be rooted in current activities that are not specially financed through time-limited projects.

This Study was developed in accordance with these criteria, not primarily because of the potentially superior data that would be derived in this manner, but in the belief that such findings would have greater meaning and persuasiveness for rehabilitation practitioners and administrators than the longitudinal evaluations, research interviews and observations, experimental interventions, and surveys reported in other monographs issued by the Programmatic Research Project. Indeed, the field approach used has built in limitations in representativeness, observer and interviewer bias, and self-report.

Hopefully, these limitations would be offset by greater potential of the findings for early incorporation into rehabilitation program planning. It was hoped the information emerging from such surveys would contribute to closing the gap between what is known about homebound rehabilitation and actual rehabilitation practice.

## The Procedures

A double postal card was mailed to 1,200 rehabilitation agencies in the United States. The sample consisted of organizations listed in directories distributed by the International Association of Rehabilitation Facilities, the National Easter Seal Society, the Jewish Occupational Council, the Rehabilitation Services Administration, and Goodwill Industries. Although this sample cannot be considered the universe of American rehabilitation agencies, it probably includes a preponderance of affiliated rehabilitation facilities in the United States. The double postal card used in the survey requested an indication by the respondent agency of its facilities for serving homebound persons, the extent to which such persons are routinely and occasionally served, and the conditions under which such services are delivered. The gross data gathered by this approach were used as a screening device to select agencies with ongoing specialized programs for the homebound for more intensive study.

A total of 657 responses were received. Telephone follow-up of a sample of 30 of the non-respondents indicated that the failure to respond in each instance was associated in each instance with that Agency's limited activity in rehabilitating homebound persons. Therefore, it was concluded that a preponderance (but, certainly, not all) of the affiliated rehabilitation agencies which offer routine rehabilitation services to homebound persons were among the respondents. Of the 657 responses received, 178 indicated that their agencies provide some rehabilitation services to homebound clients. Fifty-one of these agencies actually reported that they conduct differentiated and specified rehabilitation programs for the homebound; the remainder offer such services within the undifferentiated framework of their regular rehabilitation programs.

A detailed questionnaire eliciting data about the scope and operation of the reported differentiated programs for the homebound was sent to the 51 agencies indicating that they had such programs. Responses were received from all 51 of them. An examination of the questionnaire responses indicated that, while all of them reported current ongoing efforts to rehabilitate homebound persons within a specialized program, only twenty of these agencies had had sufficiently extensive experience to warrant more intensive investigation.

Each of these 20 agencies was visited by a trained staff member of the Programmatic Research Project. These visits used the following data-gathering techniques:

1. Interview reviews were conducted of the detailed questionnaire responses with Agency administrators and practitioners.

2. Interviews, using supplementary data schedules, were conducted with agency representatives.

3. Observations were made of the various homebound rehabilitation programs in action.

4. Examinations were made of samples of agency records and reports.

5. Conferences were scheduled with agency staffs, board members, and community residents.

Project personnel organized the resultant data into extensive narrative reports dealing with each of the participating homebound rehabilitation programs. These reports were studied and reviewed in preparation for the writing of the briefer program descriptions that follow. In order to enhance the usefulness of the findings, it was decided to present in this monograph concise vignettes of each of the programs surveyed rather than to focus upon statistical distributions because the latter would tend to obscure the individuality and the richness of the rehabilitation approaches used. Furthermore, the central thrust of this Study is in the direction of model-setting. That is, it was believed that the most powerful data for meeting Project objectives would be those that concisely report homebound rehabilitation activities as they actually exist in the daily experience of typical agencies. Such descriptions could be readily used as models by other agencies and groups.

The Program descriptions that follow may be classified into 5 major models:

### 1. The Crafts Model

In this model, homebound persons produce craft items that are marketed either by some central agency sales program or by homebound persons themselves.

### 2. The Subcontract Model

In this model, homebound persons work on subcontracts from private industry obtained either directly with employers or through the mediation of a rehabilitation agency.

### 3. The Mixed Model

In this model, provision is made simultaneously both for craft and subcontract work activities.

### 4. The Facility-Based Model

In this model, homebound persons are served year-round by being transported daily or periodically to a facility for rehabilitation, employment, or social purposes. Few services, if any, are provided in the client's home.

### 5. The Comprehensive Model

In this model, social, educational, mental, health, vocational, and/or recreational services are delivered as a total package to homebound persons, either in their homes or in a rehabilitation facility, in accordance with individual need.

A review of the 20 Program Descriptions that follow will enable the reader to obtain an overview of the major strands of homebound rehabilitation programming in America today. Furthermore, the Program descriptions may suggest possible avenues for future local homebound rehabilitation program development. Finally, conclusions and recommendations derived from the Program descriptions may provide guidelines for future national, state, and local planning for this client group.

## II. THE HOMEBOUND SERVICE MODELS

These illustrative Program descriptions are classified in accordance with the five service model categories noted above.

### A. THE CRAFTS MODEL

### 1. THE WISCONSIN HOMECRAFTERS PROGRAM

#### A. Overview

The Wisconsin Homecrafters Program follows the craft model and has the following attributes:

1. It has the longest tradition of any organized home industries program in the United States, tracing its roots back to the 1930's. It has been in continuous operation since that period.

2. It is statewide in scope.

3. It is an integral part of the total service offered to the residents of Wisconsin by the State Rehabilitation Agency.

4. It features close cooperation between the State Rehabilitation Agency and a number of voluntary organizations and groups.

5. In terms of number of clients served, it is one of the largest, if not the largest, program of its type in this country.

6. It is built around the instructional and supervisory services of a large group of well-trained certified craft instructors who cover the entire state.

7. It is built on careful product development to meet consumer preferences and it provides marketing as well as production aids.

8. Production and marketing services are available to clients indefinitely.

9. Training if viewed as a long-term service spanning an average of two years.

10. The Program functions in all types of areas - urban, suburban, small-town, and rural.

## B. PROGRAM

### I. Program Objective:

The objective of the Wisconsin Homecraft Service is to provide severely disabled clients with rehabilitation instruction in arts and crafts and marketing aids which lead to the creation and sale of useful and decorative marketable products.

### II. Scope:

The Program covers the entire State of Wisconsin.

### III. Origins:

In the late 1930's administrators noted that there were many disabled individuals in the State Rehabilitation Agency files for whom there were no suitable services. From 1935-1940 a WPA Handicraft Project operated with considerable success in Milwaukee. This program served as a model for the newly envisioned DVR Program.

In 1938 a Federal Grant of $25,000 was made available on a matching basis for the initiation of a Homebound Program. This sum was matched by the State when it became apparent that the funds were not available at the local level.

## IV. Current Funding:

Vocational Rehabilitation Funds are the primary funding source for the program.

The sales shops are run by private agencies. The State Vocational Rehabilitation Agency provides approximately 35% of the operating costs of these shops.

## V. Clientele:

As of September 1971 there were approximately 710 craft students (clients receiving training services) in the program. In addition to these clients there were some 1,250 clients who had completed training and were producing marketable items with the help of the program's marketing services.

Some transitional clients are in both categories, still in training but also producing items of marketable quality. Clients served are all prevented by severe handicaps from using rehabilitation and employment facilities outside their homes.

The major source of referrals are hospitals, self-referral, individuals other than the client, and welfare agencies.

## VI. Organizational Structure:

Twenty-four specialized homecraft teachers serve on State Rehabilitation Agency district and local office staffs, reporting administratively to the supervisors of these offices. These homecraft teachers work closely with the State Rehabilitation Agency counselors who conjunctively serve the client while he is in training for entry into the Homecraft Program.

Additional State Rehabilitation Agency employees who participate to some degree in the Homecraft Program include district and local office supervisors.

Skilled quality instruction has been emphasized in Wisconsin Homecrafters since the program's inception. To insure this, Homecraft teachers are required to have a minimum of a B. A. Degree in Arts and Crafts Education and certification by the State Department of Public Instruction. Other attributes also sought in these instructors include the ability to stimulate the client's interest and to understand his special problems.

## VII. Intake & Evaluation:

The initial program contact with the client is usually in the form of an interview which, because of the severity of disability, may take place in the client's house. During this interview, the State Rehabilitation Agency Counselor obtains general background information on the client, which is supplemented by a report from the client's physician.

If preliminary evaluation establishes that the client is homebound, the counselor informs him about the Homecraft Program. If the client expresses an interest in the program, a referral is made to the Homecraft teacher, who, in turn, visits the client in his home. A decision about entry on the program is made by the counselor, teacher, and client on the basis of their agreement about whether the Homecraft Program is a suitable vocational choice for the client.

## VIII. Training:

Clients who have had little or no prior craft training or experience may require from two years or more training services. The average training period in the Program is about two years. Initially, the craft teacher gives the client general information on a number of craft activities, including descriptions of work procedures, and introduces him to product samples to aid him in making an initial choice of craft areas. Typically, the teacher spends one hour per week with the client in his home.

The instructional process is flexible since there is no rigid or standardized course outline or timetable which must be followed. Clients who already possess a craft skill which they wish to pursue, receive instructional services that place greater emphasis on development of designing capabilities, refinement of skills, and awareness of market factors which influence a product's sales.

The teacher provides instructional materials which are purchased with State Rehabilitation Agency funds unless the client already possesses such materials. Needed equipment may be furnished on a loan basis as long as the client demonstrates a use for it. Toward the end of the training period, the client begins to work more closely with shop personnel to keep informed of sales trends and to develop the marketing contacts that will be required at the termination of training. Clients usually start to sell products at the end of training.

## IX. Placement:

Wisconsin Homecraft clients produce a wide variety of items in such areas as woodworking, stuffed toys, leathercraft, table and frame loom weaving, chair caning, knitting, crocheting, macrame, and candlemaking. Products are marketed with the help of the Easter Seal Society, which maintains two year-round shops in Milwaukee and Madison. Two additional shops are open in Northern Wisconsin during the summer months. A second shop in Madison is run by United Cerebral Palsy of Dane County. Among the Easter Seal staff serving in these outlets is a homecraft co-ordinator whose duties include supervising the sales shops and promoting special sales conducted by service clubs in the area.

Items are placed on sale on a consignment basis, with the full selling price returned to the craftsman. Factors which enter into the determination of an item's selling price are material costs, customer reaction, and prices charged for similar items in the local area. From this income, workers tend to use part of the selling price to pay for additional raw materials. In addition to using the sales outlets established by Easter Seal and United Cerebral Palsy of Dane County, the clients can and do sell their products directly through other local sources.

## X. Supportive Services:

During training, clients are eligible for appropriate supportive services, provided by the State Rehabilitation Agency such as the acquistion of prostheses, wheelchairs and eyeglasses.

## XI. Transportation:

Eight of the twenty-four craft teachers use state-owned station wagons; the others use their own cars. At the present time, teachers, some rehabilitation counselors, and volunteers, transport finished products to the sales shops. Consideration is being given to purchasing a panel-type station wagon, jointly with the Easter Seal Society, for pick-ups and deliveries throughout the State.

## XII. Home Storage:

The amount of work and storage space in the client's home is one of the factors which determines the types of items assigned to a client, but as a general rule, bulky items are avoided.

## XIII. Welfare Status:

Many clients in the program are welfare recipients.

## XIV. Case Closures and Follow-Up:

From a service point-of-view, homebound cases are never fully closed even though their training has been completed and the client is no longer in regular contact with a State Rehabilitation Agency Counselor or Homecraft teacher. Thus, whenever clients have problems of questions regarding such matters as product design, material sources and craft techniques, they may request a consultation with their former Homecraft teachers. In addition, they continue to have access to marketing services as long as they participate in the program.

## XV. Cooperation with other Agencies:

Although the Easter Seal Society and United Cerebral Palsy of Dane County plans an important role in Wisconsin Homecrafters, other organizations also cooperate in this service to homebound persons.

Among these are local service clubs which provide volunteer help for the special sales held throughout the State.

## XVI. Costs:

Specific cost figures per client were not available at time of survey.

## C. INFORMATION SOURCE

For further information, contact:

Mr. Roy Wilcox,
Chief, Homecraft Service
Division of Vocational Rehabilitation
1 West Wilson Street, Room 720
Madison, Wisconsin 53702

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

1.) The close and extensive cooperation between the State Rehabilitation Agency and the other community agencies which participate in marketing the Homecraft products, in particular, the Easter Seal Society.

2.) The high skill levels of the state-employed Homecraft teachers who provide individually adapted instruction and guidance to each client.

3.) A long tradition of service to the homebound coupled with a strong administrative commitment to the program.

4.) Extensive product development services.

5.) A continuing concern for program participants that goes far beyond the customary case closure and follow-up periods.

6.) Incorporation of the Homebound Service into the total state-wide Rehabilitation Agency Program.

## E. SPECIAL NOTE

These data on the Wisconsin Homecrafters Model answers one of the most commonly asked questions about Homebound Rehabilitation Programs:

> In view of the numerous problems encountered in serving homebound rehabilitation clients, is it reasonable to expect that such a program can function satisfactorily over the long-term?

In compiling a distinguished record of service spanning more than three decades, the Wisconsin Homecrafters Program offers a definitive answer. That is, a well-planned and well-managed homebound rehabilitation program not only can survive over an extended period, but can grow, develop, and become increasingly useful to disabled persons over the years.

## 2. THE IOWA EASTER SEAL SOCIETY HOMEBOUND PROGRAM

### Overview

This Program follows the crafts model with an innovative camp based training program. It has the following attributes:

1. Training in selected craft skills is accomplished at the Iowa Easter Seal Society Camp, a procedure that offers unusual opportunities for the operation of a 24-hour-a-day rehabilitation service.

2. The value of the Program first was demonstrated on a project basis with the assistance of a grant from the Social and Rehabilitation Service. Subsequently, this project became an ongoing Iowa Easter Seal Society Program.

3. The service was initiated in close cooperation with the State Rehabilitation Agency and, currently, still is conducted with the active participation of that Agency.

4. Financial support for the Program comes from fees for service, sales income, and contributions by local groups.

5. Training generally is provided in 5 craft areas: weaving, sewing, ceramics, woodworking, and "wonder wood".

6. Transportation of raw materials and finished goods to and from clients homes is accomplished by use of the mails, members of the client's family, home visits by Easter Seal Society Regional Directors, and two agency trucks.

7. Products are marketed through retail outlets, short-term displays at fairs, supermarkets, and other sites, permanent displays, and clients' own sales efforts.

8. A full-time staff person does follow-up.

9. The success of the Program is based upon the co-operation received from the State Rehabilitation Agency, long-term financial commitments by the Iowa Easter Seal Society and other community groups, the cooperation of welfare agencies, the use of a suitable camp training site and the initial impetus provided by the SRS, sponsor research and demonstration project.

## B. PROGRAM

### I. Program Objective:

To provide training and employment opportunities for disabled individuals with severe vocational limitations.

### II. Scope:

This program serves the State of Iowa.

### III. Origins:

The current program was initiated with the aid of a Research and Demonstration Grant awarded by the Social and Rehabilitation Service in 1965 and concluded in 1968. After this demonstration project established the feasibility of the program, it was added to the Agency's ongoing services.

### IV. Current Funding:

Approximately 25% of the present budget is provided by the Iowa Easter Seal Society: the remainder is funded by a third-party contract with the government, with additional support funds coming from community groups.

## V. Clientele:

Program clients generally are persons with severe physical disabilities, including the multi-handicapped. One-hundred-fifty-five clients were served in a recent fiscal year. A miximum of 35 individuals are served in each of four training sessions per year and additional clients are served in screening procedures only. The major sources of referral include the three State Easter Seal Regional Directors, the State Rehabilitation Agency, County Nurses, and Schools. Disabled persons generally enter the Program only after all other rehabilitation and employment opportunities for them have been explored without success.

## VI. a Organizational Structure:

The Homebound Service is one unit in the total Iowa Easter Seal Program, functioning under the supervision of the Agency Director and a program consultant who is a member of a local university faculty. Day-to-day service is provided by a homebound coordinator, a homebound training director, and clerical personnel, cooperating with two assigned state rehabilitation agency counselors with the Easter Seal Regional Directors who assume a major role in case-finding and follow-up. The site of the training program is Camp Sunnyside, a camping facility maintained by the Iowa Easter Seal Society. In its training service the Homebound Program draws upon such camp personnel as the nursing staff, training instructors, attendants, camp administrators, recreation personnel, and the maintenance staff. The Homebound Program is served by marketing specialists and a follow-up person.

## VI. b Intake and Evaluation

An initial evaluation is provided to each applicant by the State Rehabilitation Agency Counselor who, in consultation with Homebound Program personnel, makes admission decisions. A one-week screening period includes an orientation to the Homebound Program, interpersonal contacts, and observations of the applicant in 5 craft areas: weaving, sewing, ceramics, woodworking, and "wonder-wood", a plastic wood-like substance. At the end of this week, screening data is reviewed and plans are made for further rehabilitation activities. In one recent screening series, 38 individuals were admitted to the Program, 5 were found to be too disabled for participation, and 2 were referred for advanced vocational training. Although exdeptions are made, a four-hour work tolerance is regarded as a minimum requirement.

## VII. Training

Client preferences play an important role in determining areas of training. After an initial training orientation, clients spend 4 hours a day in specific craft training: 2 hours in the morning and 2 in the afternoon. During training, instruction may be offered in one craft area or in two, depending upon the client's situation, but no remuneration is paid during training activities. Some clients complete training in one five-week session;

others require two sessions for a total of ten weeks. Since the campsite is designed expressly for the severely disabled, transportation does not constitute a problem during training once the client has been brought to the facility.

## VIII. Vocational Placement:

After completing training, the client returns home where he begins to produce craft items related to his training, using equipment and initial supplies provided by the Program and the State Rehabilitation Agency. When this stock is depleted, the client is responsible for replenishing it through the use of his own funds.

The marketing of craft products produced by homebound persons may be accomplished by the individual client himself, but most commonly it is done through the Program. Although there is a retail outlet at Camp Sunnyside, much of the marketing occurs at state and local fairs, shopping centers, and other sites of short-term sales. Three permanent displays are maintained in Des Moines and a retail outlet may be developed in that city, as well. Employed clients show the greatest preference for ceramics and weaving although sales possibilities for these items fluctuate from time to time. On the other hand, weaving appears to be the most suitable area for severely disabled persons. In all instances, attempts are made to select craft items for the program which require a number of different operations, thus providing the client with variety and change of pace. Post-rehabilitation client income varies widely from individual to individual.

## IX. Supportive Services:

During training, clients participate in the rich social and recreational program offered at the Camp Sunnyside site. In addition, clients have available to them such supportive camp resources as group and individual counseling, medical and nursing services, educational activities, physical therapy and family counseling. When the client returns to his home, as may be expected, he has far less access to such supportive help.

## X. Transportation:

The process of delivering raw materials to clients and returning finished products to the Agency is accomplished mainly by use of the mails, members of the client's family, regional directors who may be in the client's vicinity at various times, and two trucks operated by the Easter Seal Society which also transport products to various sales and marketing events around the State. These vans were purchased for the Program by a local service group which also support the salary of one of the two drivers.

## XI. Home Storage:

Storage of homework materials in a client's residence seems to pose a problem only for individuals in nursing homes. In some instances, homebound clients in the community, have expanded storage space through remodeling their apartments, homes, basements, or garages.

## XII. Welfare Status:

Many homeworkers continue to receive welfare as their basic income subsequent to rehabilitation. In most instances, public assistance authorities perceive homework income as a therapeutic matter and generally does not reduce welfare allowances in the light of modest homework income. Steps may be taken, however, to reduce public assistance grants when homework becomes more substantial. In most cases, local welfare workers operate in the belief that homework income is irregular, with constant ups and downs that do not permit a fair and consistent basis for making deductions.

## XIII. Case Closures:

The State Rehabilitation Agency generally closes cases as rehabilitated some 30 to 120 days after the client enters craft production in his home. Such case closures are the capping events in a close inter-agency cooperation between the State Rehabilitation Agency and the Iowa Easter Seal Society. This cooperation provides for State Rehabilitation Agency participation in screening procedures and the stationing of two State Rehabilitation Agency Counselors at Camp Sunnyside while homebound evaluation and training procedures are in progress. This close working relationship extends into every aspect of the Program and indicates a strong commitment to homebound rehabilitation on the part of the State Agency.

## XIV. Follow-Up:

A full-time staff person is charged with Program follow-up functions which focus on demonstrating continuing interest in clients' homework and related problems. This service reflects the Easter Seal Society's awareness that a long-term service involvement with these clients is necessary and desirable.

## XV. Cooperation with other Agencies:

Case-finding and referral constitute major areas of inter-agency cooperation in the community. In addition, however, it should be noted that labor unions and other community groups donated many of the camp's facilities and that participation in the Program by such groups still is evident.

## XVI. Costs:

In a recent year, the cost of training a homebound individual in this Program was $140 per week. The total Program budget for that year was $115,000. The employment part of the Program is supported, in part, by mark-ups of (generally, but not always) 100% of labor costs on items sold. The training program, on the other hand, supported by State Rehabilitation Agency fees, generally pays for itself when about 30 to 35 trainees are enrolled at any one time. For the most part, the Homebound Program has attained financial stability and now is an ongoing service of the Easter Seal Society of Iowa and the State Rehabilitation Agency. Future plans look toward obtaining more referrals and developing greater program participation by volunteers.

## 3. MISSOURI SOCIETY FOR CRIPPLED CHILDREN AND ADULTS HOMECRAFT PROGRAM

### A. OVERVIEW

Following the Crafts model, this Program has the following attributes:

1. It is a voluntary state-wide program based in regional offices of a State Easter Seal Society.

2. It is funded by diversified spurces.

3. Homebound persons are evaluated for the Program on the basis of reports and home visits.

4. Client referrals are no problem. Several hundred qualified persons are served at any one time.

5. Training is provided in the client's home by local instructors and volunteers for as long a period as the client requires to learn to produce a saleable item.

6. Client remuneration consists of 75% of the sale price of the items produced with the client bearing the cost of the raw materials, except during training.

7. Transportation of materials is effectuated by instructors, volunteers, or family members.

8. The Program works closely with the State Rehabilitation Agency, welfare, and other community organizations.

9. Instructional services provided on a fee basis are moderate in cost.

10. The success of Program can be attributed, in part, to volunteer support, diversified funding, sound community relations, the adaptation of the homework situation to varying local conditions, a diversified product "mix", and an emphasis on social and personal, as well as financial outcomes.

## B. PROGRAM

### I. Program Objective:

To provide homebound persons with the skills needed to produce saleable craft items, and to use remunerative work as a means of fostering personal and social skills.

### II. Scope:

Twenty-seven of Missouri's 115 counties received Agency Homecraft Service out of four regional offices. Work is moving forward in two additional counties.

### III. Origins:

The Missouri Homecraft Program began on a pilot effort in 1966 with initial funding being provided for services in Kansas City, Missouri, and Kansas City, Kansas, by grants awarded by the United States Department of the Aging and the States of Missouri and Kansas (at this initial stage, the program was operating in Kansas City, Kansas, as well as Missouri). These sliding scale grants required Easter Seal to assume a greater proprotion of project costs throughout a three-year period. Three additional regional programs were started subsequently. These are multicounty programs in the northeast, southwest and southeast sections of the State.

## IV. Current Funding:

The initial grants noted above terminated so that the Program income now comes from the following sources:

1. Funds collected as dues to the State Easter Seal Society, a certain proportion of which is given to each of the four regional programs on a grant basis.

2. Funds contributed to each of the programs from local sources in the respective areas.

3. State Vocational Rehabilitation Agency training fees for clients referred from that source.

4. 25% of yearly product sales.

## V. Clientele:

Persons with a variety of physical disabilities are served. In the Kansas City area alone, more than 400 homebound persons have been trained for entry into the homeworker status, with many others still in training. The Homecraft Programs in the other three areas of the state also are preparing numbers of homeworkers who are entering the homeworker status. Thus, the size of the caseload is growing and, in time, the Missouri Program will be among the largest in the country.

Referrals to the program are made by the State Rehabilitation Agency, welfare, public health, and families and individuals. For a period of time, welfare was the most prominent referral source, but the number originating at the State Rehabilitation Agency is increasing. Referrals from non-VR sources are referred to VR for possible service at that agency. Now that public awareness of the programs has developed, the number of suitable referrals is quite adequate.

## VI. Organizational Structure:

The Missouri Easter Seal Society employs a State Homecraft Coordinator whose office is located in St. Louis, but who visits the regional offices periodically. Each of these offices has a full-time director, with the exception of the Northeast area, whose director is part-time.

The Kansas City, Missouri workshop is located in spacious, recently remodeled quarter. For most of the labor and material were donated. This office employs five instructors (2 full-time and 3 part-time), a bookkeeper-secretary, and one person concerned with general shop operations. In the three other areas, in addition to the directors, there are instructors who are paid on an hourly basis.

## VII. Intake and Evaluation:

Subsequent to referral, clients take the following steps:

1. An application form is filed which reveals client's interest and handcraft skills, as well as background data.

2. A medical form is submitted which includes a physician's judgment as to whether the client is able to work outside the home, work tolerance limits, and precautions to be observed in the work situation. After these materials have been reviewed, the client is visited in his home either by an instructor or the local supervisor

to assess general family attitudes toward homework and the adequacy of work and storage space in the home.

## VIII. Training:

Training is provided in the client's home by skilled craftsmen from the client's local area. Most of the instructors are volunteers. However, the Kansas City program employs five instructors who are paid on a regular basis, while the three other areas pay certain instructors on an hourly basis.

Even though the official length of the training period is stipulated as 16 weeks, it is, in practice, open ended, lasting until the client is able to produce a saleable item, at that point.

## IX. Placement:

Program clients produce a large variety of craft items. Certain products are suggested to the client in light of his interests and skills, coupled with a consideration of the marketing situation in each case.

Product marketing is accomplished through retail shops in each of the four areas, and community sales conducted at such sites as shopping centers, fairs, and service club meetings. The sales prices of homework items are determined on the basis of:

a. The cost of the materials.
b. The amount of time spent making an item, to the extent that this is realistic in light of the worker's disability.

c. The selling price of similar items in other retail outlets. The homeworker receives 75% of the selling price of an item. The remaining 25% goes back into the program. Average weekly earnings in recent years exceeded $12.00, but it should be remembered that most of the workers participate mainly for health or personal reasons and, thus, do not work steadily throughout the year.

While the client is in training, raw materials are furnished to him by the program. After completion of training, materials are either provided by Easter Seal with the cost being deducted from the client's earnings, or if feasible, the client obtains his own materials.

## X. Supportive Services:

Auxiliary services are purchased as needed.

## XI. Transportation:

Materials and products are transported between the shops and the homes of the clients either by instructors or volunteers. Occasionally, the clients' family furnish transportation services for raw materials and/or finished merchandise.

## XII. Cooperation with Other Agencies:

1. The State Rehabilitation Agency serves as a referral source and pays fees for services rendered to its clients.
2. Welfare is an important referral source.
3. Other community agencies participate in the program on a purchase-of-service basis.

## XIII. Costs:

Costs are computed on the basis of a 16-week training period, with one training session scheduled per week at a fee of $10. per session. As indicated, earlier, however, many of the instructors are volunteers and the costs noted above are not applicable.

Since raw materials are a major cost item, attempts are made to obtain as much material as possible through donations or as remnants. Other cost factors included:

1. Staff salaries and travel mileage (which in rural areas is considerable).
2. Shop and office expenses for each of the four shops.

## C. INFORMATION SOURCE

For further information, contact:

Executive Director
The Missouri Society for Crippled
Children and Adults, Inc.
1530 Big Bend Boulevard
St. Louis, Missouri, 63117

## D. REASONS FOR THE SUCCESS OF THIS PROGRAM

1. Extensive support of volunteers acting as instructors, organizers, and operators of community sales, and general community relations work.

2. The program's efforts to increase public awareness of the homework service and, thus, generate referrals to the program and create improved markets for finished products.

3. The ability to work in widely differing local circumstances, using local community resources to the greatest possible extent.

4. A diversified "product" mix.

5. Emphasis upon social and personal benefits that can be derived from the program in addition to remuneration.

## 4. MICHIGAN DEPARTMENT OF EDUCATION VOCATIONAL REHABILITATION SERVICE

## HANDICRAFT PROGRAM

### A. OVERVIEW

This Program follows the Craft Model and has the following attributes:

1. Established to meet the special needs of a particular region, this Program soon became statewide.

2. Continuing close cooperation with the State Rehabilitation Agency service leads to referrals of suitable homebound persons to the Handicraft Program

3. Initial assessments of homebound clients are conducted by regional Craft Coordinators with more detailed evaluations and training being provided by private craft tutors who are hired on an hourly basis.

4. The training provided is job-oriented in such occupational areas as woodworking, stuffed toys, hand-made jewelry, sewn and knit items, and leather-work.

5. Supportive services are offered by the State Vocational Rehabilitation Agency Program.

6. A variety of transportation means are used, including self-transport by staff members and tutors, use of the mails, assistance from clients' families and friends, and the use of agency station wagons and rented U-Haul trucks.

7. The reasons for the success of this Program includes: the wide use of mall sales, the use of a full-time designer to create attractive and saleable items, the employment on an hourly basis of skilled tutors, and the broad use of volunteers, especially inrelation to mall sales.

## B. PROGRAM

### I. Program Objective:

Provision of adequate training, equipment and supplies to homebound clients so that they may learn or acquire a skill which will apply to the fabrication of saleable craft products.

### II. Scope:

The State of Michigan

### III. Origins:

This Program started in response to a recognition of the needs of homebound persons residing in Michigan's upper peninsula, a relatively isolated, non-industrial area offering relatively few employment opportunities for the severely disabled. A pilot handicraft program was launched in that area in the 1950's. Its success led to the establishment of a statewide homebound service in 1962.

## IV. Current Funding:

Vocational Rehabilitation Agency case funds help to meet costs of training, equipment and supplies. In relation to sales income, 90% of the sales price of a product is returned to the worker with the remaining 10% used to cover sales expenses.

## V. Clientele:

All physical disabilities are served. Among the factors also contributing to the homeboundedness of these clients are old age, the family situation, and geographic isolation. In a recent year, 98 referrals were awaiting entry into the Program; 311 clients received evaluation and training services, and 299 closed cases were receiving marketing services as producers of craft items. Homebound clients are referred to the Handicraft Program by Vocational Rehabilitation counselors working out of the State District Offices. Clients who contact the program directly are referred to their rehabilitation counselors for screening and, perhaps, consideration for admission to the homebound program.

## VI. Organizational Structure:

The homebound program is manned by the following central office personnel; supervisor, assistant supervisor, designer, secretary, bookkeeper, and two warehouse clerks housed in the headquarters offices in Lansing. Eight craft coordinators located throughout the state report to their respective District Offices. Their general functions include craft evaluation, certain aspects of client training, coordination of delivery activities, and assistance in special sales. Some training is performed by part-time tutors skilled in particular crafts who are paid on an hourly basis. Initial intake and diagnostic work-ups are handled in the district offices with vocational rehabilitation coordinators deciding whether craft training is appropriate for a particular homebound client. If a craft program plan is approved, the client is referred to the District Craft Coordinator. Among the criteria used in making the degree of family cooperation in Homebound Programming, and the space available in the client's home for working and storage of materials.

## VII. Intake and Evaluation:

Referred clients are evaluated by the Craft Coordinator. This evaluation ascertains general dexterity and relevant interests and experience, and simultaneously, provides him with an orientation to the types of products that are available in the Program's quality standards. In order to assess specific occupational skills and potentials, the Craft Coordinator may hire a tutor to try the client out on selected craft activities for a 10-15 hour period. The final decision concerning the craft areas in which training will be offered is made joontly by the client, the Craft Coordinator, and the tutor.

VIII. Training:

Training services are delivered by skilled tutors selected for individual clients by the Craft Coordinator. The tutors, paid on an hourly basis, submits an individualized training course outline to the Craft Coordinator. Once training has begun, monthly progress reports are submitted. Training a client may require from 3 to 18 months, depending primarily on the degree of skill possessed by the client at the beginning of training. During the latter stages of training, the client starts to sell his products and thus learns about pricing and market conditions.

IX. Case Closure and Placement:

As training proceeds and clients reach their maximum production potential and are turning out marketable items, training services are terminated and the case closed as rehabilitated. At that point, the client achieves an "employed" status in woodworking, stuffed toys, hand-made jewelry, sewn and knit items, or leatherwork. Finished merchandise is shipped by the homebound person to a store or warehouse within an indicated expected selling price, and the lowest permissible selling price. As was previously noted, 90% of the selling price is returned to the client. Items submitted for sale are handled on a consignment basis, and are either sold through shops manned by part-time civil service employees, or through mall sales conducted by volunteers, recruited primarily from service clubs in the area. In a recent year, earnings ranged from $10. a month for a starting worker to $300. to $400. a month for a few clients during the peak summer months. A majority of these clients also sell their products privately, averaging more than $100. a year in earnings from this source.

## X. Supportive Services:

If the Craft Coordinator sees a need for services to help clients with medical, emotional family or other types of problems, a referral is made back to the Vocational Rehabilitation Counselor for assistance in these areas.

## XI. Transportation:

Craft Coordinators and tutors provide their own transportation when visiting clients. However, the clients' family and friends bear the primary responsibility for transporting finished products. Generally, raw materials are sent by mail to homebound clients from the Langins Warehouse. Transportation for mail sales is accomplished through the use of station wagons and the rental of U-Haul trucks as needed.

## XII. Follow-up:

After a case is closed, rehabilitated clients continue to receive services in the form of:

1. a sales program which includes marketing, warehousing, and publicity

2. the provision of certain raw materials which are purchased in bulk at below retail prices

3. the offering of continuing advice regarding style trends

4. the provision of retraining necessitated either by style and marketing trends, or changes in the client's disability.

## XIII. Cooperation with other Agencies:

A number of private agencies participate in the program by sponsoring mail sales. Additional cooperation is received. Among the clients with whom the Craft Coordinator works are from nursing homes, mental institutions, a county institution, and a private activity center for the mentally retarded, which concurrently serve these homebound people. Agency personnel participate in the WISH Committee which is concerned with voluntary services for all handicapped persons.

## XIV. Costs:

During a recent year, 327 homebound clients received services at an average cost of $187.01 per client. The major expense categories in the program were: training ($20,650.), supplies ($28,680.), and equipment ($11,300.).

## C. INFORMATION SOURCE:

For further information about this Program, contact:

Supervisor of Craft Programs
Department of Education
Division of Vocational Rehabilitation
Box 1016
Lansing, Michigan 48904

## D. REASONS FOR THE SUCCESS OF THIS PROGRAM:

Among the reasons for the success of this Program are:

1. The use of mall sales as a major marketing outlet for craft products.

2. The employment of a full-time designer to keep Craft Coordinators informed about style trends, and new craft ideas, and to create and simplify designs and make patterns.

3. The use of skilled part-time tutors who are paid on an hourly basis for training.

4. The use of volunteers, especially in the conduct of Mall sales.

## 5. SOUTH CAROLINA COMMISSION FOR THE BLIND HOME INDUSTRIES PROGRAM

### A. OVERVIEW:

Following the crafts model, this Program has the following attributes:

1. It serves blind persons who cannot qualify for other Agency-conducted vocational programs.

2. Client evaluation and training is provided at a central point in the State where clients take up temporary residence with the help of Agency staff.

3. Admission to the Program is preceded by a careful screening and preliminary evaluation process. Many of the clients served are coping with advanced age and complicating disabilities in addition to blindness.

4. At the completion of training, clients participate in a Home Industries crafts production program which features doll stuffing, as well as other work processes.

5. Marketing of finished products is achieved through a retail outlet and through wholesale shipments to out-of-state markets.

6. A diversified transportation system permits the Agency to select the best method for moving goods to an from clients. Among the transportation modes available are: mail, United Parcel Service, Greyhound Bus Freight, and an agency-owned vehicle.

7. The more than 50 blind clients who participate in this Program at any one time generally have assurance of regularity of work throughout the year.

8. The success of the Program is thought to be related to its emphasis on innovative product design, structured evaluation and training services offered at a central point, and diversified marketing and transportation facilities.

## B. PROGRAM

### I. Program Objective:

To provide employment for homebound blind clients who are unable, for any reason, to engage in productive employment outside the home.

### II. Scope:

The program covers much of the State of South Carolina with only a few inaccessible areas excluded.

### III. Origins:

The concept of the Home Industries Program came into being when an Agency home teacher skilled in teaching crafts became interested in keeping older clients busy in their home. Other home teachers subsequently began to work in this area and, in time, craft activities became a special service for the homebound blind client. When, in 1967, the Commission for the Blind was created by legislative degree, the new Commission retained the Home Industries Program of its predecessory Agency as one of its services.

## IV. Current Funding:

The Home Industries Services receives the financial support of the:

A. State appropriations.

B. Section 2, basic vocational rehabilitation support money.

C. A revolving fund of approximately $50,000 from which program materials and purchases are made, which is replenished from time to time from the proceeds of sales.

## V. Clientele:

The Program serves legally blind clients, some of whom are 70 years old or older. Most of the 30-35 clients who are served at any one time are multi-handicapped. On the average, 30-35 clients receive service at a time. In one recent year, some 55 persons received this service.

Program referral and case-finding sources include: word-of-mouth, rehabilitation counselors, and workers serving welfare recipients, school drop-outs, and opthamology and medical patients.

## VI. Organizational Structure:

In addition to the Home Industries Program, the Commission offers: prevention of blindness, vocational and personal rehabilitation, library facilities, disability determination, and training for the operation of concession stands.

Only about 1-3% of the total Commission for the Blind budget is allocated to the Home Industries Program, and 3-4% of the total Commission Staff are directly involved in it.

Personnel assigned to the Home Industries Program includes: two consultants for management and cutting of materials, two instructors, one shipper and packer, one secretary and three volunteers for painting faces on dolls, mending and correcting or finishing clients's output.

## VII. Intake and Evaluation:

The initial steps taken by all Commission clients prior to the determination of suitability for entry into the Home Industries include:

A. General medical and eye examinations.

B. When needed, psychological, psychiatric and social work interviews.

C. Adjustment to blindness services.

D. Counseling and guidance.

E. Physical restoration.

Whenever Home Industries is considered to be the only feasible plan for the client, Home Industries vocational evaluation is initiated. Since the program is based in Columbia, the client travels from his home to Columbia where housing is provided for the duration of the evaluation and the subsequent training period. During the 2-3 week evaluation period which the client spends in the Home Industries Store, craft samples are used to ascertain interest, abilities and readiness for the program.

## VIII. Training:

Training is provided through an intensive 2-3 week course, which can be extended, if necessary. Although the major craft taught is stuffing dolls, training may be provided on such other products as rugs, brooms, woven mats, aprons, leather work, cloth napkins and stuffed toys.

Personal adjustment training, including activities of daily living, if provided, often runs concurrently with vocational training.

## IX. Placement:

Upon successful completion of the training program, clients are placed in the Home Industries Program. More than 50 clients who went through evaluation and training became available for placement in Home Industries in a recent year. The employment offered through Home Industries is steady throughout the year. Client remuneration is the difference between the selling price of the item and the cost of the materials required for its manufacture. Average monthly client earnings in a recent year were $57.00.

The two major markets for the craft products made by South Carolina's Homebound Blind workers are:

1. a retail shop in Columbia.
2. wholesale shipments made to out-of-state markets such as the Lighthouse in New York City and Blind Skills in Chicago.

## X. Follow-up:

All clients of the Commission, including those in Home Industries, are followed up annually.

## XI. Transportation:

Clients who come to Columbia for evaluation and training, arrange their own transportation, the cost of which is paid by the Commission.

When temporarily relocated in Columbia, clients daily travel to and from the designated residences in a commission-owned school bus.

Pick-up and delivery of Home Industries merchandise is handled through means adapted to individual situations, including: mail, United Parcel Service, and Greyhound Bus freight. The Commission maintains a truck that can be made available to Home Industries.

## XII. Costs:

Per client cost of service and transportation were not available.

## C. INFORMATION SOURCE:

For further information, contact:

Executive Director
South Carolina Commission for the Blind
1400 Main Street
Columbia, South Carolina 29201

## D. REASONS FOR THE SUCCESS OF THE PROGRAM:

1. Emphasis on innovative product design.
2. Structured client evaluation and training at a central point.
3. Diversified transportation and marketing systems.

## B. THE SUBCONTRACT MODEL

### 1. SHUT-IN SOCIETY, PHILADELPHIA, PENNSYLVANIA

### A. Overview

This Program follows the subcontract model with a special emphasis upon service to inner city homebound persons. The attributes of the Program are:

1. Sponsored by an organization with a long and distinguished history in service to the homebound, this Program makes a special point of addressing itself to the needs of inner city homebound persons.

2. After some years of experience in following a craft model, the Agency shifted successfully into subcontract work which now is the major vocational vehicle of the Homebound Program.

3. Almost 50% of the Agency caseload consists of homebound persons, a ratio unique in the annals of American rehabilitation.

4. The Homebound Program is intimately related to the Agency's Workshop Program.

5. Both industrial and clerical employment are available through subcontracts obtained by the Agency.

6. Program funds are derived from subcontract income, United Fund allocations, and proceeds from renting health care equipment.

7. Some supportive services for homebound clients are obtained from other community agencies, a process facilitated by the Program's full-time social worker.

8. A close working relationship is maintained with the State Rehabilitation Agency.

9. The success of this Program is due to inter-agency cooperation, close working relationships with the State Rehabilitation Agency, an adjunctive social recreation program, and the extraordinary commitment of Agency resources to Homebound Programs.

## SHUT-IN SOCIETY, PHILADELPHIA, PENNSYLVANIA

### B. PROGRAM

I. Program Objective:

To rehabilitate homebound persons who are ready and motivated for work and social adjustment through home employment.

II. Scope:

Although the Shut-In Society serves all of Metropolitan Philadelphia, it has devoted the greater part of its homebound rehabilitation efforts to the inner city where the need is greatest and where transportation problems are less complicated.

## III. Origins:

In 1896 a group of concerned Philadelphia residents began a home visiting service for "shut-ins". As these activities expanded and the need for marketing outlets increased and as a consequence, gift shops were opened starting in 1915.

Subsequently, the craft program ran into marketing difficulties and the Agency's gift shop outlets were closed in the 1920's. During the 1930's and early 1940's, industrial sub-contract work was obtained for the homebound as early as World War II, there were about 225 homebound people employed at home under Agency auspices.

## IV. Current Funding:

Subcontract work is a primary source of income for the Agency. As a whole, an overhead figure of 20% for contracts is considered desirable. It is estimated that the work of homebound clients generates one-third of all contract income.

Other income sources include:

A.) Fees for service paid by the Bureau of Vocational Rehabilitation, including client evaluation, training, and maintenance.

B.) Allocations from the United Fund.

C.) Income derived from an equipment rental program.

## V. Clientele:

Clients with all types of physical disabilities are served by this Homebound Rehabilitation Program with the possible exception of gross mental retardation, communicable diseases, severe visual deficits, and inadequate hand functioning. The general age range at intake is 18-65 years. In a recent year, 79 homebound persons received service.

Major referral sources include:

Self, family and friends, the State Vocational Rehabilitation Agency, Hospitals and clinics and other agencies.

## VI. Organizational Structure:

The full-time staff assigned to the Homework Program consists of a social worker, a homebound instructor, a homebound foreman who co-ordinates the delivery of work to clients, and a truck driver. Full-time workshop staff members who devote part of their time to the Homebound Program include a coordinator, a secretary, a shipper-receiver, a contract manager, a jig maker, and a driver's helper.

It is estimated that 35-40% of the Agency budget is allocated to the Homebound Programs, with homebound persons constituting approximately 45% of the total Agency caseload.

The three major programs offered by the Agency are:

A. The Workshop Program serves about 80 clients, some of whom are long term employees. The remainder are in various stages of evaluation and training. Workshop clients are required to travel to the shop on their own and to have a work tolerance of at least twenty hours weekly.

B. The Homebound Program offers work opportunities to those who are too disabled to use public transportation or who have no appropriate transportation available to them. Homework is picked up and delivered by the Agency to clients who have a work tolerance in their homes of at least 20 hours per week. Casework and occasional recreational services are available to homebound persons in conjunction with their training.

C. The Rental Program makes wheelchairs, hospital-type beds, and other health care equipment available to disabled persons with fees based on family income.

## VII. Intake, Evaluation and Training:

During intake and evaluation, home visits are made by:

A. A Social Worker who explores clients' social and economic conditions, as well as the medical aspects of the disability, and

B. a homework instructor who uses industrial work samples to test the client's dexterity. In addition, a required medical statement from client's physician is reviewed by the Agency's medical consultant.

Evaluation consists primarily of an assessment of this client's performance on industrial subcontract tasks over an eight-week period.

If a decision is made to continue the client in a Homebound Program, an additional 12 weeks of training at home is provided, under the supervision of the homework instructor. In special instances, the client may be brought into the workshop by his family, a friend, or a staff member, for more intensive training on selected work tasks.

During the evaluation period, the client is paid on a piece-rate basis for his production.

## VIII. Placement

The primary areas of long-term homework placement at home are in the clerical and industrial areas. In one recent year, 54 homebound clients were placed on industrial subcontract work at an average weekly wage of $25. - $30. Most of this contract work is on a stable year-round basis, and includes jobs such as cutting tubing, sewing ends of finger protectors, packing and heat-sealing dental matrix bonds, packaging film process mailers and hand glueing. During the specified year, an additional 12 clients were placed on home clerical jobs, on which they earned an average of $24. - $30. per week on a year-round basis.

Jobs in this area included: typing envelopes, form letters and labels, sorting mail by zip codes, banding packages, and sorting labels for bulk mailings.

## IX. Supportive Services and Cooperation with other Agencies:

The full-time homebound social worker serves as liaison with the community.

Supportive services obtained for homebound clients in the social-recreational area include talking books, TV sets, magazines, and trips and outings. With the aid of the Agency, clients put out their own monthly newsletter.

Most other supportive services are provided on an, "as needed" basis through utilizing other community resources, including:

A. Remedial reading and arithmetic obtained through a private adult education association.

B. Health care through the Visiting Nurse Association.

C. Physical and occupational therapy through local health care facilities.

D. Dental work and eye care provided at home by practitioners in these specialties.

E. Liaison with the Department of Welfare.

Most clients served are sponsored for evaluation and training by the Bureau of Vocational Rehabilitation, which has assigned a liaison counselor to the Agency.

## X. Follow-Up:

At the time of completion of training, the case is reviewed to determine if the homebound client is functioning up to his potential. If problems persist, the social worker will continue to assess the situation.

Clients whose production criteria are admitted to long-term homework status.

While in this status, clients are required to undergo annual medical examinations.

From time to time, as part of the follow-up process, long-term clients may be called in for training on new jobs or retraining on old ones, if errors recur in their work.

## XI. Transportation:

A.) At present there is no Agency transportation available for the few homebound clients who come into the shop for evaluation and training. Purchase of a bus for this purpose is a future possibility.

B.) One Agency truck is used for a weekly pick-up and delivery of homework merchandise. The average cost of such a visit to a client's home is $5.00.

## XII. Home Storage:

Availability of space for work and storage in the home is one of the items taken into account during the initial evaluation of the client's readiness for the Program.

## XIII. Costs:

The average weekly cost of serving a homebound client during the first 20 weeks of rehabilitation is $55.00, only a part of which is paid for by State Rehabilitation Agency fees. The difference between costs and fees is usually made up by contract earnings and in emergency cases, by United Fund allocations.

In a recent year, the total Agency staff salaries and related costs were $151,459 of which $50,000 was charged to the Homebound Program.

## C. INFORMATION SOURCE

Further information on this Program may be obtained from:

Executive Director,
Shut-In Society - Pennsylvania Branch
N.E. Corner Front & Venango Streets,
Philadelphia, Pa. 19134

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

Among the reasons for the Homebound Program's successful operations are:

1. Its extensive interagency cooperation that enables the Agency to offer a more comprehensive service which, in some cases, saved jobs for homebound persons that might otherwise have been lost. This process has been facilitated in certain instances of State Rehabilitation Agency fees to these cooperating agencies.

2. Close working relationships with the State Rehabilitation Agency, including the assignment of a liaison counselor to the Agency, thus demonstrating BVR's growing commitment to the homebound.

3. The Shut-in Society's recreation program, which, in conjunction with vocational rehabilitation, provides the client with opportunities for social as well as vocational rehabilitation experiences.

4. The extraordinary Agency commitment of resources to homebound programming.

## 2. HOMEBOUND REHABILITATION PROGRAM, REFERRALS, INCORPORATED

### East Hanover, New Jersey

### A. Overview

This Program, following the subcontract model, has the following attributes:

1. It is a voluntary Agency effort to approach the problems of suburban and rural area homebound clients through imaginative innovative programming.

2. It is based upon the assumption that the subcontract homebound rehabilitation model requires the mediation of a rehabilitation agency between the employer and the homebound client.

3. When existing homework laws were found to impede the development of rehabilitation services for homebound clients, the Agency became a strong advocate for modified State legislation and achieved success in this realm.

4. The Agency has pioneered in developing homework opportunities in the insurance industry, especially in insurance rating and typing.

5. Transportation of clients to the shop is provided by the owner of a truck who serves on a per trip basis. Transportation of materials is achieved by means of a truck owned by another organization with Referrals, Incorporated, paying for the maintenance of the vehicle and the salary of the driver.

6. Industrial subcontract jobs are comparable to those performed in the Agency's Workshop.

7. Earnings are modest but they are almost equal in a single year to the cost of service.

8. The Program's success is attributable in part, to its occupational innovations, modification of the State Homework Law, cooperation with the State Rehabilitation Agency and keying training to employment opportunities.

## REFERRALS WORKSHOP, NEW JERSEY

### I. Program Objective:

To develop work opportunities for the severely disabled and homebound.

### II. Scope:

Northern New Jersey, within a 35-mile radius from the workshop in East Hanover.

### III. Origins:

Referrals, Inc., was founded in 1965 as a professional testing and referral service. The initial experience gained in this area underscored the complex problems encountered in establishing a direct employment relationship between severely disabled persons and local firms. It was concluded that rehabilitation agencies must play a dynamic employer-like role in relation to homebound persons. Thus, Referrals Workshop was established for that purpose in 1968.

Considerable effort was spent between 1966 and 1971 in advocating changes in the New Jersey Homework Laws, which had served as a definite deterrent to the employment of homeworkers, either on a direct contract or on a subcontract basis. Finally State Legislation was enacted, which exempts accredited sheltered workshops (but not private firms) from undue restrictions in their role as direct employers of homebound persons.

## IV. Current Funding:

Sources of Program funding include: fees for service from State agencies and earnings from contracts. The total operating budget for a recent year was approximately $85,000, of which vocational rehabilitation fees provided $40,000 and contract earnings the remainder. Vocational rehabilitation fees pay for the following phases of the Program:

A). Pre-vocational
B). Homebound Work Adjustment
C). Training

## V. Clientele:

Disabilities in the client group served include stroke, cardiac conditions, blindness, Cerebral Palsy, Multiple Sclerosis, Muscular Dystrophy, Arthritis, Respiratory Ailments, Epilepsy and multiple disabilties. In one recent year, some 65 people were working at home under Agency auspices. Ninety percent of all referrals originate at the New Jersey Rehabilitation Commission, with the remainder coming from the New Jersey Commission for the Blind.

## VI. Organizational Structure:

The Agency's full-time staff includes a workshop director, a workshop supervisor, the supervisor's assistant, and a clerical area supervisor. In addition, several part-time staff members or consultants participate in the Program, including training specialists in insurance rating and policy typing, three jewelry trainers, three homebound evaluators, one workshop evaluator and a technical writer who prepares technical training manuals.

## VII. Intake & Evaluation:

The initial determination of homeboundedness and a referral to the program is made by the State Agency Rehabilitation Counselor.

When a referral is made, a Referrals Workshop home evaluator visits the client's home to obtain background information on such variables as education, work history, physical capacities and the suitability of the home for homework. At this time, the client is shown the types of work in which the workshop is engaged. During a ten-week period, the client is transported to the workshop where he engages in training-related industrial tasks. At the end of this period, a summary of "pre-vocational findings" is prepared, indicating short and long-term employment goals, levels of physical functioning based on the client's pre-vocational performance, work potential, needs for the work adjustment period and ratings on the performance of specific job tasks.

## VIII. Training & Placement:

The selection of a training area for a homebound client depends both on the client's performance during the pre-vocational period and the work opportunities that are available at the time. Both industrial and clerical training are offered in the home by specialists in these occupational areas.

The duration of industrial training period is variable, with the client being paid on a piece-rate basis from the time he starts working. Some of the industrial tasks recently undertaken were packaging, electro-mechanical assembly, bookbinding, electronic cable harness making and mail service. Clients involved in this kind of work usually work about 30 weeks out of the year and in a recent year, averaged $20 per week while working. The major clerical work activities were insurance rating and typing, in which home study materials are used extensively in training. Insurance rating training proceeds in three steps: A). Academic, in which the client is taught basic insurance philosophy, rating principles, and specific practices for different types of coverage; B). Supervised work, an on-the-job training experience, in which the client is given policies to work on in a supervised situation and is paid while doing so, and, C). The eventual goal of independent work. Within recent years, work in this area has generated an average of some $20 a week.

Other work areas which are emerging are highly skilled jewelry work, music graphics, and non-selling phone work.

### IX. Case Closure & Follow-Up:

The maximum length of time for which the State Rehabilitation Agency will sponsor a client program is 46 weeks. For many clients, however, a period of this length is not necessary. Upon completion of training, the client is visited at home by the Agency driver on a regular basis. When necessary, clients are retrained for new jobs in the agency shop.

### X. Supportive Services:

Individual vocational counseling is provided by the evaluator in the home and when other types of counseling are required the State Rehabilitation Agency Counselor is notified. Limited socialization activities are conducted and recommendations to concerning architectural barriers in the client's home are made to the State Rehabilitation Agency Counselor.

### XI. Transportation:

Some 9-10 clients are transported to the workshop on a daily basis by an individual who owns his own truck and who is paid on a per trip basis. This fee is underwritten by VR while the client is participating in an approved rehabilitation program. Subsequently, the driver works required transportation fees are paid either by the client or by Referrals Incorporated, depending on the client's general financial situation. Materials are transported to homeworkers by means of a truck owned by another organization with Referrals, Incorporated, paying maintenance costs and the driver's salary,

XII. Co-Operation with Other Agencies:

State Rehabilitation Agencies are the primary referral sources of this program. Co-operation is maintained with other agencies in the community, a process that was facilitated by a legislative advisory group formed to support the passage of the amendment to the N. J. Industrial Homework Law. This group consisted of 13 public and private agencies.

XIII. Costs:

In a recent year, the service cost per client, per week, was about $25.00 or about $1,250 annually. This figure includes clients whose fees for service were paid by VR.

It was estimated that the cost of operating the vehicle and paying a part-time driver was about $4,500.

## C. INFORMATION SOURCE

For further information, contact:

Director,
Referrals Workshop
6 Great Meadow Lane
East Hanover, N. J. 07936

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

1. A well-organized, well-coordinated effort to change New Jersey's restrictive State Homework Law as it applied to Sheltered Workshops.

2. A wide range of contacts with local businesses to develop innovative employment opportunities.

3. A good working relationship with the State Rehabilitation Agency.

4. A policy of fitting the client to an existing or anticipated employment opportunity, rather than training the client and then looking for an opening.

5. A creative and imaginative approach to serving homebound persons in a suburban and rural area.

## 3. RHODE ISLAND STATE SERVICES FOR THE BLIND

### Industrial Homework Program

### A. Overview

This Program follows the subcontract model and has the following attributes:

. It serves homebound blind persons on a statewide basis. Most of these clients are multi-handicapped.

2. The Program is closely integrated into existing State Rehabilitation Service and other Agency activities.

3. Client assessment is conducted in the home, and decisions about entry into the homework service are made jointly by the client, the counselor, and the industrial homework supervisor.

4. Skills training is provided by driver-instructors in specific job-related tasks such as assembly, packaging, lacing and salvage.

5. An Agency van and station wagon provide for the pickup and delivery of merchandise.

6. Homebound clients have access to the Agency's diversified supportive services in the medical, nursing, physical therapy, family counseling, and other areas.

7. Regular follow-up contact is maintained with former clients through the continuing services delivered to them by the driver-instructors.

8. The reasons for the success of the Program include: the wide range of services provided by

a small and economical staff, the close cooperation that is maintained with other programs in the Department, the small area of the State of Rhode Island, and recognition of the special needs of homebound blind persons.

I. Program Objective:

To provide employment for visually handicapped persons who, even with mobility and adjustment to blindness training, are unable to travel to employment outside their homes.

II. Scope:

This program serves the State of Rhode Island.

III. Origins:

The Program started in 1967, in response to the lack of sheltered work opportunity for multi-handicapped blind persons in Rhode Island. After observations had been conducted of a homework program operating in Vermont, a proposal was offered for the initiation of a homework service in Rhode Island.

IV. Current Funding:

The Program is supported by State and matching Federal funds. More specific funding information was not available.

### V. Clientele:

Most of the 35 blind clients served at any one time are multi-handicapped. Therefore, they have diabetes, cardiac conditions, orthopedic disabilities, or psychological problems which prevent them from qualifying for employment outside their homes. Referrals to the Program generally originate in the various departments of the Division of Services for the Blind, with 95% of them coming through the Vocational Rehabilitation Service.

### VI. Organizational Structure:

The primary services offered by the Rhode Island State Services for the Blind, a consistent Agency of the Rhode Island Department of Social and Rehabilitation Services, are vocational rehabilitation, social services, rehabilitation teaching, including instruction in the activities of daily living, talking books, and business enterprises of which the Industrial Homework Program is a subdivision. The staff of the Industrial Homework Program consists of Vocational Rehabilitation Supervisor, two driver-instructors, and a fiscal clerk.

### VII. Intake & Evaluation:

The Agency Central Intake Service for all its activities identifies homebound blind persons, who, then are visited by a counselor or a social worker, who gathers essential information on disability, education, work history, and other rehabilitation-related variables. If psychological and vocational testing is required, transportation is provided. Applicants are also to submit reports of general medical, opthamological, and hearing examinations conducted by physicians of their own choice and, when indicated, a psychiatric examination may also be required. In an interview with the client, vocational capacities and interests are explored. If industrial homework appears to be a possibility, the counselor tests the client in his home on currently available homework jobs, and assesses the suitability of the home for this kind of work. Decisions about the entry of a client into training for industrial homework is made jointly by the counselor, the client, and the Industrial Homework Supervisor.

## VIII. Training, Case-Closure and Placement:

Clients who enter the homework program are trained in their homes by driver-instructors in job-specific areas. When retraining is needed for new contracts, a similar procedure is followed. Inspection of the client's work is performed by the driver-instructors, as well. After thirty days of successful initial piecework employment in the Program, a homebound case may be closed as rehabilitated. Homework, much of which is seasonal, includes sub-contracts for assembly, packaging, lacing, salvage, and similar types of work. In one recent year, client earned considerably more if additional work were available.

IX. Transportation:

The cost of an Agency van and station wagon used by the driver-instructors for the pick-up and delivery of work are borne by the Agency.

X. Follow-up and Supportive Services:

Homebound clients are eligible to receive needed medical, nursing, physical therapy, family counseling and other services provided by the Agency. Additional social work assistance is available on a less formal basis for clients whose cases have been closed. However, if other services are needed by a former client, his case can be re-opened. Regular contact with closed clients is maintained by the Program's driver-instructors.

XI. Cooperation with other Agencies:

Clients who need welfare aid can be referred to the State's Public Assistance Program.

XII. Costs:

Cost figures for the Program's operation were not available.

## C. INFORMATION SOURCE

For further information about this Program, contact:

Administrator
Rhode Island State Service for the Blind
46 Aborn Street
Providence, R. I. 02903

## D. REASON FOR THE SUCCESS OF THIS PROGRAM

1.) The wide range of program functions performed by a small and economical staff.

2.) The close cooperation between the Homework Program and other divisions of the Agency.

3.) The small area of the State of Rhode Island.

4.) Recognition of the special needs of Homebound Blind Persons.

## 4. VERMONT INDUSTRIAL HOMEWORK OFFICE

### A. Overview

This Program follows the subcontract model and has the following attributes:

1. It was designed for a state that is predominantly rural in character and was tested on a pilot basis with the aid of Federal Research and Demonstration Grant.

2. It is funded by State appropriations and a revolving fund created out of contract income.

3. It is part of, and closely related to, the State Vocational Rehabilitation Agency Service.

4. After initial referral and intake, client readiness for participation in the Homework Program is ascertained informally. Compact training services avoid costly extended preparation for the Program so that clients are inducted into employment without excessive delay.

5. The major types of subcontract work used in the Program are woodworking, sewing, and plastics, coupled with more sporadic work tasks obtained from the ski and novelty industries.

6. Transportation of materials and finished products is accomplished through the use of State-owned vehicles and State-employed drivers.

7. The reasons for the success of this Program include its long distinguished history, its integration with State Agency vocational rehabilitation processes, its focus upon rural areas, the availability of supportive vocational rehabilitation services, its compact staff, and the keying of training to actual

job opportunities.

## B. PROGRAM

### I. Program Objective:

To provide subsidized employment to persons who are confined to their homes and are unable to compete in the open labor market because of physical disability.

### II. Scope:

The entire State of Vermont is served, although the homebound caseload is concentrated in the northern part of the state.

### III. Origins:

The Vermont Program, one of the first of its kind to offer industrial homework in a rural area, was initiated in 1954 with a small subcontract which provided work for 5-6 people. For a brief period, prime manufacturing was also tried but it was found unsuitable for the homebound and subsequently was discontinued.

A two-year Federal Research and Demonstration Project Grant was helpful in setting up the Program on a pilot basis. At the termination of this Grant, the State assumed responsibility for funding the Program on an on-going basis.

### IV. Current Funding:

A state appropriation covers four salaried positions, one new vehicle per year, and the costs of tools, machinery, and related expenses. In addition, a revolving fund created out of contract earnings is used to support other program items, such as vehicle maintenance.

## V. Clientele:

The major disability groups served by this Program are cardiac and orthopedic. However, mentally retarded, blind and emotionally disturbed homebound individuals also are represented in the caseload of some 50-60 persons. All referrals to the Industrial Homework Office are made by State Rehabilitation Counselors.

## VI. Organizational Structure:

The homebound clients served by the Vermont Vocational Rehabilitation Division constitute 3-5% of the total caseload of this agency and the funds allocated for the homework program amount to approximately 5% of the agency's total operating budget. The staff of the Homework Office includes one supervisor and three drivers. The supervisor interviews potential entrants into the Program, provides initial job instruction, obtains contracts, instructs and supervises drivers, and maintains the Program's business records. The drivers are responsible for pick-ups and deliveries, maintain quality control of completed work and instruct clients when necessary.

## VII. Intake, Evaluation, Case Closure, Training and Placement:

All clients receive a basic vocational rehabilitation intake service prior to referral to the Homework Office, including purchase, medical and dental examinations and treatments, psychiatric examinations and psychological and vocational testing, as required when a vocational rehabilitation client is referred to the Industrial Homework Office. The Homework Supervisor visits the home to assess the client's abilities, and the suitability of the home for both work and storage functions. If the client is found to be feasible for homework and if homework is available at the time, instruction is provided on a particular task. The client's performance on this task is checked for quality after a week's time. It has been found that six weeks of production experience usually is required before a client qualifies for employment. If this point is reached satisfactorily, the client is considered to be employed and his case is closed as rehabilitated. Remuneration is paid bi-monthly on a piece-rate basis as soon as the client begins productive activity. In a recent year, clients weekly earnings averaged $20.00. Generally, there is a waiting period between initial referral and full involvement in the Program due to the limited availability of work since homework intake procedures are not started until a specific job opportunity is at hand. The three main areas of subcontract work that provide fairly steady employment are woodworking, sewing and plastics. These areas, combined with such other more sporadic sources as the ski industry and novelty items provide 15-16 different job tasks for homebound workers.

## VIII. Follow-up and Supportive Services:

Prior to closing a homebound case, the State Rehabilitation Agency Counselor offers additional counseling and other related rehabilitation services, if needed. After closure, a case can be reopened to meet a client's need for supplementary vocational rehabilitation assistance. The Program drivers who are in constant contact with employed clients provide follow-up on a continuing basis.

## IX. Transportation:

Three state-owned trucks pick-up and deliver homework materials and finished products. In a recent year, it was estimated that it cost about $1,000 a year to maintain each of these vehicles.

## X. Co-operation with other Agencies & Welfare Status:

Client earnings are reported to appropriate interested agencies such as Welfare. However, clients who are receiving Social Security Disability Benefits may earn up to the maximum legal allowable limit without having these benefits reduced.

## XI. Costs:

Precise current cost figures are not available.

## C. INFORMATION SOURCE

For further information about this Program, contact:

Facilities Specialist
Vermont Vocational Rehabilitation
Division
79 Main Street
Montpelier, Vt. 05602

## D. REASONS FOR THE SUCCESS OF THIS PROGRAM

Among the reasons for the success of this Program are:

1.) It's long and distinguished history in the industrial field. Its early pre-eminence in homework programming is confirmed by the fact that the Vermont Program has served as a model for other states and communities.

2.) The Homework Service is integrated into the State Vocational Rehabilitation Program.

3.) The Program was designed and still is conducted on a basis which recognized the employment needs of homebound persons in a predominantly rural state.

4.) Supportive vocational rehabilitation services are readily available.

5.) A compact staff, funded by State appropriations, delivers effective services to clients' home.

6.) Training is provided as job opportunities develop.

## 5. THE CHICAGO EASTER SEAL SOCIETY

### A. Overview

This Program follows the subcontract model and has the following attributes:

1. With an enrollment of some 150 homebound persons engaged in subcontract homework, it is one of the largest of its kind in the United States.

2. The Program is funded by contract income and Easter Seal Society contributions.

3. Training offered in the client's home is specific to the homework tasks to be performed.

4. Larger quantities of merchandise are transported to and from clients homes by Agency trucks. Smaller quantities are managed by Program instructors who use their own cars on a mileage reimbursement basis.

5. Employer contacts regarding subcontract work often are made to a central referral source established by a group of local agencies. The Chicago Easter Seal Society and its Homebound Program have access to these contracts.

6. Contract income pays for some of the costs of Program but additional funding is needed from general agency resources. Tightened administrative procedures, upgraded client skills, and improved pricing of contracts are expected to reduce this "deficit".

7. Among the reasons for the success of this Program are the quality of the work performed, donated vehicles, interagency cooperation in obtaining contracts, a flexible transportation service, a large pool of competent homeworkers, and the firm commitment of the Chicago Easter Seal Society to the Program.

## B. PROGRAM

I. Program Objective:

To provide training and employment in industrial craft work for individuals unable to leave their homes due to the severity of their disabilities.

II. Scope:

Cook County, Illinois.

III. Origins:

The Program began in 1934 with an emphasis on producing "soft" items. In time, however, the demand for these items dropped because lower cost comparable items entered the market. In response to this challenge, the Chicago Easter Seal Society converted to industrial subcontract work, its current major homework activity.

IV. Current Funding:

The two primary sources of support for the Homebound Program are Easter Seal Society Funds and contract income. About 30% of overhead is charged on contracts, much of which helps to defray transportation costs associated with the Program.

## V. Clientele:

The more than 150 homebound persons served at any one time have physical disabilities, except blindness. The basic physical requirement for participation in the Homebound Program is a minimum ability to perform the required work tasks. About 50% of all homebound clients are self referrals. An additional 20% originate at the Social Service Departments of Hospitals and the remaining 30% from the State Rehabilitation Agency.

## VI. Organizational Structure:

The Homebound Program staff consists of a Program Director who is also responsible for contract procurement, a person who coordinates the movement of materials to and from employers and clients, three instructors, four drivers, and one individual who is responsible for the craft aspects of the Program.

The physical space used for storage of the subcontract homework material also houses a treatment facility and a storage area for an equipment loan service.

## VII. Intake & Evaluation:

Self-referred clients submit a general information form and the approval of their private physicians for participation in the Program for at least two hours a day. Clients referred from the State Rehabilitation Agency or hospital Social Service Departments usually have similar information included in the initial referral material submitted to the

Chicago Easter Seal Society. The evaluation of homebound clients is performed by one of the three homebound instructors during a visit to the home of the prospective client. The major evaluation areas covered during this home visit include the physical condition of the dwelling, the nature of the disability, mental attributes that may influence work performance, general areas of interest, apparent personality traits, and the history of the client's training or work experience. On the basis of the data obtained in this manner, the instructor assesses the client's readiness for homebound service and makes individualized program recommendations.

## VIII. Training:

Training, provided by a Program Instructor in the client's home, is specific to the jobs to be performed by him at his residence. In industrial subcontract work the client is paid on a piece-rate basis. In craft areas a client's production must meet marketable standards before remuneration is begun. Clients with little or no relevant previous experience are started on simpler jobs, progressing through more involved tasks as they gain skill, until the maximum level of feasible difficulty is reached.

## XI. Transportation:

The Homebound Program has access to give trucks, all of which were donated to the Agency. In addition to serving homebound persons, these trucks are available to meet the needs of the Agency's equipment loan pool. The vehicles are used to transport large supplies of raw material and finished goods. On the other hand, smaller quantities of work can be transported by Program Instructors who drive their own cars and are reimbursed for the costs involved on a mileage basis.

## XII. Home Storage:

The available storage space in the client's home is a primary factor taken into account in determining the items to be worked on and the means of transportation to be used.

## XIII. Closure & Follow-up:

Within the Homework Program, case closure occurs when the client has reached his maximum productivity level. The time required to reach this point in the Program varies with the individual. Follow-up may occur when the client contacts the staff about a homework problem. On a routine basis, however, the Program Instructors who conduct ongoing pick-up and delivery, thereby maintain continuing follow-up contacts. When necessary, clients are retrained for new jobs accepted by the Agency.

## XV. Cooperation with other Agencies:

A group of local agencies has organized a central referral source for contract work in the Chicago area. Among the member agencies in this group are the Chicago Easter Seal Society, The Chicago Jewish Vocational Services, The Cook County Training Center, and the Chicago Lighthouse. Employers usually contact SICA when they have subcontract opportunities from whence referrals are made to the appropriate member agencies. In addition to this unusual cooperative arrangement, the Agency has relationships with a wide gamut of community groups that assist clients who have specialized problems.

XVI. Costs:

In a recent year, contract income had to be supplemented by $500 of additional funds per homeworker. It is anticipated that tightened administrative procedures, upgrading of the skill level of the homework force and by obtaining better prices on contracts, will all contribute to a reduction in the Program deficit.

## C. INFORMATION SOURCE

For further information, contact:

Easter Seal Society of
Metropolitan Chicago
220 South State St., Suite 1716
Chicago, Ill. 60604

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

Among the reasons for the success of this Program are:

1.) The Program's reputation for quality. This influences the number and type of client re-ferrals and the response of employers.

2.) The ability of the Agency to obtain donations of vehicles to the Program.

3.) Interagency cooperation in clearing referrals for subcontract work.

4.) Flexibility of Program transportation arrangements, with instructors functioning as transporters, when needed.

5.) Maintaining a sufficiently large pool of skilled homeworkers to meet contract demands.

6.) Long-term Easter Seal Society financial commitments to the Homebound Program.

## 6. THE AURORA (ILLINOIS) ASSOCIATION FOR THE MENTALLY RETARDED

### A. Overview

This Program follows the subcontract model and has the following attributes:

1. The Homebound Program is considered to be one of the several workshops conducted by the Agency and participates in decisions made about the allocation of subcontract work to its various facilities. Through this process, the Homebound Program receives about 10% of all available Agency work contract activities.

2. Homebound persons may participate in one or more of the following program components: (1) evaluation, (2) work adjustment training, (3) daily living skills training (4) the workforce (or long-term employment) service, and (5) homebound supportive programming.

3. Clients with a wide variety of disabilities are served in the Homebound Program.

4. A close working relationship is maintained with the State Rehabilitation Agency and other community organizations.

5. When a client enters the Workforce Program after completing training, he may receive continuing contract work at home. Homebound persons who, because of limited abilities do not qualify for work, receive supportive home visiting services.

6. Transportation of materials is provided by Program Counselors who use their own cars and an Agency van.

7. Among the reasons for the success of this program are: The close relationship with the State Rehabilitation Agency, the availability of supportive services, selectivity in admitting clients, consideration of the Homebound Program as one of the Agency's workshops, and the use of Program Counselors and their personal automobiles to transport merchandise.

## B. PROGRAM

### I. Program Objective:

To enrich the vocational lives of individuals who are unable to leave their homes due to a physical and/or emotional handicap.

### II. Scope:

The Program serves Aurora, Illinois and the surrounding urban and rural area within a 50 mile radius.

### III. Origins:

In 1970, when a workshop trainee with a progressive disability could not continue in the Workshop Program due to the severity of his condition, local interest was generated in experimenting with a Homebound Program. The success of this pilot led to the development of a cooperative Homebound Program with the State Rehabilitation Agency shortly thereafter.

### IV. Current Funding:

The Homebound Program is funded through the total Agency budget, which derives its support from fees for service, contract overhead and allocations from the Community Fund. A special grant obtained specifically for the Homebound Program covers the cost of a van and the salaries of two counselors.

### V. Clientele:

The 25-30 clients served at any one time by this Program have a wide range of disabilities. Most of these clients are referred to the service by the State Rehabilitation Agency. The remainder are self-referred Homebound persons, who, in turn are referred to the State Rehabilitation Agency for joint programming.

### VI. Organizational Structure:

The Aurora Association for the Mentally Retarded maintains three sheltered workshops, a school for handicapped retarded or multi-handicapped children, and the Homebound Program.

The latter is considered to be a fourth workshop. When a new Agency work tract is obtained, the heads of the three workshops and the Homebound Program decide which of the four facilities will receive about 10% of all available work.

There are five major services offered to Homebound clients in cooperation with the State Rehabilitation Agency.

1. Evaluation - To determine the vocational capabilities of each client.

2. Work Adjustment Training - Develops the client's level of vocational functioning. Some of these others move into homework. Clients go on to workshop placement. Others move on a long-term basis.

3. Daily Living Skills Training - May be offered concurrent with Work Adjustment Training or apart from it. (The above three services are supported by State Rehabilitation Agency fees; the following two are not).

4. The Homebound Work Force Program - Is aimed at clients, those who will continue to work at home on an extended basis. Such clients are given subcontract work whenever it becomes available.

5. The Homebound Supportive Programming - Is provided when evaluation reveals that a client is not yet ready to function in a work or homemaking setting.

The staff of the Homebound Program includes a Coordinator, three counselors, a work supervisor, a job procurement specialist, and a van driver.

## VII. Intake & Evaluation:

Some State Rehabilitation Agency referrals to the Homebound Program are accompanied by a medical, and, at times, a psychological report and an authorization to initiate service. Other clients are referred more informally by means of a phone call from the DVR Counselor. In either case, an appointment is made for a Program staff member to visit the client in his home during this initial interview. Pertinent material is gathered including information of health and disability status, work history, financial status and involvement with other agencies. Subsequently, a decision is made concerning the acceptance of the clients into the Program. Clients entering this Program receive an evaluation that lasts for a minimum of six weeks. This evaluation which may be extended to ten weeks is performed by the counselors in the client's home.

Evaluation areas in the Program include the assessment of:

1. Level of physical and cognitive functioning including physical tolerance, perceptual problems and levels of comprehension. Work samples predominate in this area, but standardized manual tests also are used.

2. Level of emotional and vocational functioning including the client's reaction to his work assignment, to determine other vocational interest and competence areas such as clerical, typing and telephone work and the client's ability to work without direct supervision.

At the end of the evaluation period, clients may enter the following plans:

1. Discontinuance in the Program
2. Work Adjustment Training
3. Activities of Daily Living
4. Supportive Programming

VIII. Training:

Work Adjustment Training is offered to clients who have demonstrated in evaluation that remunerative work is a realistic goal for them either where future outside placement is a possibility, or where homework on subcontracts is the preferred alternative. Lasting a minimum of twelve weeks, work adjustment training exposes the client to job samples as well as actual subcontract work. However, individualized arrangements also are made for training in other areas of client interest, such as clerical work.

Training is conducted in the client's home by the Homebound Counselor. During this period, clients who are engaged on industrial tasks such as light assembly, collating, packaging and salvage are compensated on a piece-work basis.

## IX. Vocational Placement - The Work Force Program

The Homebound Program was originally conceived primarily as an evaluation and training activity, not a long term employment resource. However, when other employment opportunities are not available to a client whose goal is not homework he may be retained during the post training period on the Homebound Work Force rolls until another suitable placement can be developed for him. These "transitional" clients, combined with those whose severe disability makes homebound employment the preferred goal, make up the Homebound Work Force. Within a recent 26-week evaluation and training period, 26 individuals were served for whom placement in workshops or competitive employment was not feasible. After training had been completed, thirteen of these clients received continuing subcontract work at home and the remainder were visited on a supportive basis. Generally, the more productive homebound clients served by the Agency receive more work than slower clients. Furthermore, those who are able to do only limited types of tasks must wait until suitable homework contacts are obtained. The weekly homework earnings in a recent period were $25.00.

X. Transportation:

In making trips to clients' homes, Program Counselors usually drive their own car and are reimbursed on a mileage basis. An Agency van is used to pick-up and deliver work. Transportation costs are included in the overhead, charged to contracts.

XI. Supportive Services:

Instruction in the activities, supportive counseling, and referrals to other community agencies support clients during their participation in the Homework Program.

XII. Cooperation with other Agencies:

The close working relationship maintained by this Program with the State Rehabilitation Agency is exemplified by the fact that personnel from the two organizations sometimes make joint home visits. Furthermore, the homebound "Program Staff" submits a progress report to DVR every four weeks during a client's evaluation and training in the Program. Homebound Counselors in this Program work closely with such other community agencies as The Visiting Nurse Association, the local Easter Seal Society, Public Welfare Agencies, and family guidance services.

XIII. Follow-up:

Formalized follow-up procedures require the Homebound Counselor to contact clients at intervals of 10, 30 and 90 days after the completion of training. If problems are revealed by these contacts, clients may receive one or more of the following services:

Counseling assistance in establishing useful relationships in the community, additional workshop experiences and further placement assistance, if necessary.

XIV. Costs:

The monthly cost a client, in a recent year, was $177.04. No breakdown of this sum was available.

## C. INFORMATION SOURCE

For further information, contact:

Homebound Coordinator
Aurora Association for the
Mentally Retarded
1144 Dearborn Ave.
P. O. Box 552
Aurora, Ill. 60507

## D. REASONS FOR THE SUCCESS OF THIS PROGRAM

Among the reasons for the successful operation of this Program are:

1. The close work relationship maintained with the State Rehabilitation Agency.

2. Supportive services designed to improve the homebound client's ability to benefit from the vocational experience.

3. Selectivity in admitting clients into the vocational program, limiting the time and money on evaluation and training of clients who have little possibility of being placed. Such clients receive other services.

4. Consideration of the Homebound Program as one of the Agency's workshops.

5. Use of Program Counselor and their personal automobiles to transfer merchandise.

## 7. NEW HAMPSHIRE HOMEBOUND PROGRAM FOR THE BLIND

### A. Overview

This Program follows the subcontract model and has the following attributes:

1. It serves blind individuals with commitant physical, mental, and geographical problems.

2. It is funded by State appropriations and administered by a State Agency.

3. It receives referrals from State Rehabilitation Agency Counselors who initially determine the suitability of the individual for entry into the Homework Program.

4. It is administered and operated by Workshop oriented personnel.

5. One major contract serves as the backbone of the Program, providing it with stability and regularity throughout the year.

6. Clients are remunerated from a revolving fund that is replenished from sales income.

7. Transportation of goods is provided by Agency trucks that follow specified routes. In a recent year, the cost of this transportation amounted to about $3.50 per weekly visit to a client's home.

8. In the course of follow-up, the counselor may be requested to serve the client in the event of problems even in a previously closed case.

9. The major reasons for the success of the Program include the availability of a stable year-round work contract, close tie-in with the State Rehabilitation Agency, joint administration with the workshop, continuing State fundings, and long-range follow-up.

## B. PROGRAM

### I. Program Objective:

To provide work opportunities for the older homebound blind persons who would otherwise not be employable.

### II. Scope:

This Program generally serves the southern two-thirds of the State of New Hampshire, with a concentration of clients in the Southern part of that State.

### III. Origins:

The Program was developed in response to an economic need that developed in the community when local employers found themselves incapable of handling a contract with their own work force. In the process of seeking a sub-contract outlet, this employer was referred to the State which decided to make the work available to blind clients. After a successful demonstration had been conducted, the arrangement was formalized on an ongoing basis in 1962. When the State Legislature approved funds for the further development of the Program in 1965 the present expanded, more efficient operation was established in accordance with the demonstration model.

## IV. Current Funding:

In addition to funding by the State of New Hampshire, the Program maintains a revolving fund for renumerating clients at a level of some $12,000 to $15,000.

## V. Clientele:

With few exceptions, the clients served by this program are older, multi-handicapped blind persons who are rendered homebound by concommitant physical or mental disabilities in combination with geographic isolation. About 135 persons are served at any one time with referrals generally made for homebound service by a State Counselor.

## VI. Organizational Structure:

The Homebound Program is part of a total State Agency Service effort that includes counseling, workshop, training, and placement components. The 135 clients generally served by the Homework Program constitute approximately 4-5% of the total number of persons served by the Agency.

The full-time staff complement working with the combined Workshop-Homework Program include:

A.) The Coordinator who plans, organizes and directs both the Workshop and the Homework Programs.

B.) The Manager - Who supervises the methods of work and the production activities for both Programs.

C.) The Home Instructor - Who trains the client, checks work conditions in the home, and insures quality control.

D.) The Truck Driver - Who provides delivery of goods to and from the home and instructs clients in work processes.

E.) Bookkeeper-Stenographer - Who performs Program-related clerical tasks.

A part-time truck-driver inspector rounds out the Program personnel.

## VII. Intake, Evaluation and Training:

Initial intake and counseling are performed by the State Vocational Rehabilitation Agency Staff which will make a referral to the Homebound Program after a suitable evaluation of the client. After reviewing the referral material with the Program Coordinator, the Home Instructor visits the client's home. In the space of a one to two hour assessment, the Home Instructor ascertains the client's vocational potential for particular jobs. Appropriate work is left with the client which is checked by the driver upon completion. If this work is performed at a satisfactory level, the client enters training for a period of some 2-3 months, during which he is paid on a piece-rate basis.

VIII. Case Closure & Placement:

If the client successfully completes the training period at home, he is placed on the homework rolls and his case is closed as rehabilitated. All clients work on the assembly of a component part for computers, a relatively simple task that entails placing metal strips into a small plastic box. The work is steady year round, and the earnings in a recent year generally ranged between $11-$16 per week.

IX. Supportive Services:

The full range of State Rehabilitation Agency supportive services are available to homebound clients, including medical and eye care, instruction in daily living skills, counseling and educational assistance.

X. Transportation:

Homework is delivered to clients in the Program on nine separate routes traversed by two Agency trucks. In a recent year, the trucks logged 32,700 miles.

The transportation cost of one stop per week per client was about $3.00-$3.50 a client visit.

XI. Follow-up:

Subsequent to case closure, the driver-instructor maintains contact with the homework client. When a problem arises that cannot be managed directly, the counselor may be requested to provide additional services. These services are available for as long as the client is connected with the Program.

XII. Costs:

The cost of the Homework Program in a recent year was almost $23,000, including personnel, operation of vehicles, general expense, rent, utilities, and personnel benefits. During this same period, homebound client wages paid from the revolving fund totalled $29,441.

## C. INFORMATION SOURCE

For further information, contact:

Coordinator of the Homework Program
Workshop for the Blind
Dept. of Education
State of New Hampshire
130 Silver St.
Manchester, N. H. 03103

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

Among the reasons for the success of this Program are:

1. The availability of a stable year-round work contract that assures steady home employment.

2. Close tie-in with the State Agency Vocational Rehabilitation Program.

3. Joint administration of the Workshop and the Homework Programs.

4. Continuing State funding of essential opera-

ting costs.

5. Long-range follow-up, including counselor intervention, when necessary.

## 8. COMMUNITY WORKSHOPS OF RHODE ISLAND

### OVERVIEW

This Program follows the subcontract model and has the following attributes:

1. Light and easy-to-store items similar to those obtained for the Agency's workshop are used as work assignments for homebound persons.

2. Existing Agency staff assigned to the workshop also serve homebound clients.

3. By confining the Program to an 8-10 mile radius around Providence, Rhode Island, some transportation problems are avoided.

4. Subcontract work is not available to all homebound persons who desire and could use it. Consequently, preference in work assignments is given to the most productive individuals in the homebound work force who are capable of meeting employer deadlines.

5. General Agency dollars and allocations by the United Fund help to support the Program. A 100% overhead mark-up is made on subcontracts to cover the costs of transportation and other services. Fees received for services rendered to homebound clients of the State Rehabilitation Agency are not adequate to meet Program needs.

6. A social worker, serving part-time as the Program Coordinator, provides counselling to clients drawing upon community agencies for other supportive services, as needed.

7. The major reasons for the success of this Program are the Agency's long tradition of service to the community, the economical model used, the close relationship between the Workshop and the Homebound Program, the overhead charge imposed on contracts, and the preference given in work assignments to the most productive of the Agency's homeworkers.

## COMMUNITY WORKSHOPS OF RHODE ISLAND

## B. PROGRAM

### I. Program Objective:

To provide remunerative employment to medically homebound individuals who are capable of working.

### II. Scope:

This Program serves greater Providence and surrounding communities in an 8-10 mile radius.

### III. Origins:

The Agency was first established in 1863 as a sewing circle for Civil War Soldiers. After many years of engagement in non-vocational activities, the Agency initiated a subcontract Workshop Program in the 1940's and 1950's when an overflow of workshop contract work occurred. A vocational service for the homebound was started. The present organized Agency Program was started in 1967 in response to clients' requests for homework service on a more regular basis.

### IV. Current Funding:

The costs of the Homebound Program are covered through general Agency funds, which are subject to current State budgetary limitations. In addition to State support, funds are obtained from the United Fund, income, and a 100% overhead charge on subcontract work.

### V. Clientele:

A wide range of disabilities is represented in the approximately 16-20 clients served at one time.

More clients could be served if additional contract work became regularly available. About 90% of all clients entering the Program are self-referrals. The remainder are referred by the State Rehabilitation Agency.

### VI. Organizational Structure:

Vocational evaluation, training and placement constitute the heart of the Program. In addition to the regular Program staff, social workers assist in the counseling process and placement counselors and clients find suitable employment upon completion of training. The subcontract work performed in the home consists of light and easily stored items that also are provided in the workshop. The major difference between homebound and other Agency programming is that other workshop services are transitional, leading placement outside the Agency, while homebound employment is long-term, continuing indefinitely, as long as the client is interested and can perform satisfactorily.

Two Agency staff members, one specializing in the procurement of subcontracts, and a social worker serving as the Homebound Program Coordinator, each devotes half-time to service to homebound persons.

An Agency truck driver also spends part-time in this Program.

## VII. Intake, Evaluation & Training:

Subsequent to the completion of a referral, the Homebound Coordinator visits the prospective client in his home. At this time, a doctor's statement concerning the disability is obtained, background data on family, education and work history are gathered. Simultaneously, the suitability of the home as a place of work is assessed and the client is informed that he will be required to have a six hour work tolerance for five days a week, and that he will have to be available to expedite the delivery and pick-up of work.

In response to continuing client interest in the Program, the Coordinator will have a work sample with him, and upon his return the following day, he will evaluate it. If the completed sample is satisfactory, the client is accepted into the Program. The current shortage of contract work necessitates giving work assignments primarily to workers who have proved their ability to meet contract deadlines. When available, extra work is assigned to new clients whose productivity is closely observed. During the first six months of a client's participation in the Program, insofar as possible, he is assigned to many different types of work so that the Agency can identify those to which he is best suited. When new contracts are undertaken, clients are re-trained accordingly.

## VIII. Placement:

As soon as he starts working, the client is paid on a piece-work rate and to remain eligible, he generally must be able to earn one-half the minimum wage. Full week, average earnings range from $30.00 - $60.00 with some productive workers reporting as much as $3,000 in earnings in a year. Typical contract activities include cording, stringing tags, packaging, collating, and assembly of small items.

## IX. Transportation:

Homebound staff use a truck and two station wagons owned by the workshop. Specific costs for pickup and delivery vary from client to client. However, these costs are included in the overhead charged on contracts.

## X. Supportive Services & Cooperation with other Agencies:

In his contacts with the clients, the Homebound Coordinator provides counseling on individual problems. When necessary, referrals are made to Agencies that offer psychosocial, family, welfare, medical, therapy and nursing services.

Homebound clients also are assisted by local volunteer associations which provide home visits and recreational activities.

XI. Follow-up:

Although formal follow-up is not programmed, plans are being made for a system of periodic visits to all clients subsequent to rehabilitation.

XII. Costs:

There are no per client cost figures available. However, it has been noted that the Program would be more soundly funded if a realistic rate could be set for State Rehabilitation Agency clients served in this Program.

## C. INFORMATION SOURCE

For further information, contact:

Executive Director
Community Workshop of
Rhode Island, Inc.
77 Westfield St.
Providence, R. I. 02907

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

The reasons for the success of the Program include:

1. A long tradition of service to the community.

2. An economical use of existing workshop personnel to man the Program.

3. The imposition of a suitable overhead charge on contracts to cover transportation and other Program costs.

4. Giving preference in the assignment of work to the most productive homebound clients.

5. Integrating the Homebound Program with the Agency Workshop Program.

## C. THE MIXED MODEL

### 1. OHIO BUREAU OF SERVICES TO THE BLIND PRODUCTION AND SALES UNIT

### A. Overview

This Program follows a mixed model (crafts and individual entrepeneur activities) and has the following attributes·

1. The two thrusts of the Program are in crafts and in preparing and assisting broom and mop makers who become individual independent entrepeneurs who are by purchasing assistance from the Central Agency).

2. The Program serves blind persons who are functionally homebound. A group that tends to have multiple disabilities.

3. The preparation of the client for participation in the Unit's work activities is accomplished by the activities of rehabilitation counselors and teachers employed by the Bureau of Services to the Blind and a workshop facility in Columbus.

4. Administrative costs are met by State funds. Raw materials, packaging, marketing and client remuneration are financed by sales income.

5. Apart from the broom and mop making group, other clients in the Program produce such items as sewn clothing and household items, toys, knitted and crocheted articles, rugs, and baskets. Much of the marketing is done in cooperation with volunteer groups which conduct local sales.

6. Parcel Post and an agency-owned vehicle are used to transport goods.

7. The success of the Program is due, in part, to the close coordination of different participating units in the Bureau, the sales efforts of volunteer groups, high product quality, and a clear division of responsibility within the Bureau.

## B. PROGRAM

### I. Program Objective:

To offer employment opportunities to homebound blind persons in the State of Ohio by providing them with materials and a sales outlet.

### II. Scope:

The State of Ohio.

### III. Origins:

State's Services for the Blind, dating back to the beginning of the century, first were marked by a concern for the prevention of blindness in infants. As other problems of blind persons became manifest, administrative and legislative action was taken which ultimately authorized the use of teachers, materials, and machines to enable homebound blind people to work at home.

### IV. Current Funding:

The Program's administrative costs, including such items as rent and staff salaries, are financed by state appropriation. Raw materials, packaging and marketing costs, and clients remuneration are paid from a revolving fund derived from the proceeds of product sales. In a recent year, these sales exceeded $179,000.

## V. Clientele:

Approximately 200-300 blind workers participate in the Program at any given time. Along with legal blindness, these clients are rendered homebound by additional multiple disabilities, family responsibility, age, or geographic isolation. Clients enter the production and sales unit after having been evaluated and trained in other Programs of the Bureau of Services for the Blind.

## VI. Organizational Structure:

The Ohio Rehabilitation Services Commission administers The Bureau of Services to the Blind, The Bureau of Vocational Rehabilitation, and Bureau of Determination of Disability.

In the Bureau of Services to the Blind, the production and sales unit is responsible for conducting the Homebound Work Program for the Blind through three major subdivisions:

A. Home Industries - (primarily sewing)
B. The Broom Shop - (a training shop staffed by blind workers), and
C. a Sales Program, manned by a staff of 24

under the direction of a supervisor, the production and sales unit is responsible for "the home manufacturing process from purchase of raw materials through production, inspection, labeling, packaging, and sales". Important support is provided by the State's rehabilitation teachers who conduct the initial client evaluation and training once a decision to go into production on a product is made.

## VII. Intake, Evaluation, Training and Closure:

These functions are performed by vocational rehabilitation personnel. Rehabilitation teachers use sewing and brushmaking evaluation kits to assess basic skills and motivation in the evaluated areas. If the evaluation results in a decision to proceed with training, the rehabilitation teacher orders a training kit from production and sales, which is used to instruct the client.

Upon receipt of a dozen saleable items from a particular client, production and sales sees that the client is paid for saleable items he has completed during the training process.

Subsequently, production and sales sends items directly to the client unless it is felt necessary for the rehabilitation teacher to work further with the client.

During an initial thirty-day trial period, if the client's work falls below standard, the rehabilitation teacher is notified and takes appropriate action. When a favorable report of earnings for the thirty day period is submitted, the rehabilitation teacher can close the client as a successful homebound worker. Occassionally, training services are purchased from outside sources, such as crocheting or sewing training, obtained through a sheltered workshop or private center. If a client enters the production of brooms and mops, the production and sales staff work closely with the counselors to determine whether the home is suitable for the installation of the machinery needed.

If it is, clients are given training at the Broom Shop in Columbus for a period of six to nine months. They are brought to Columbus by public transportation and are housed at the "Y" during training. On completion of the training, they become independent Broom Shop operators and are given assistance in the purchase of materials.

VIII. Vocational Placement:

A. Home Industries - Persons placed in home industries manufacture soft goods such as sewn clothing and household items, toys, knitted and crocheted articles, rugs and baskets. The sales price of these items is based upon the cost of materials, packaging, labor and current market prices for similar items. Clients are paid on a piecework basis when an item is completed, not when it is sold. Earnings vary seasonally and in accordance with individual ability. Cutters on the Columbus Workshop staff prepare articles to be sewn (by cutting, turning edges, or pinning pockets). These articles then are sent by Parcel Post to the workers home. Finished products are returned by the client to the Columbus Workshop where they are inspected, pressed, and tagged and then sent to the salesroom.

The Columbus salesroom is open to the public, but it is mainly used as a stockroom and a public display room for manufactured items. Upon request, consignments of blind-made merchandise are sent to groups through the State for resale. Approximately 30 such sales a year are held by local community organizations.

Some products are marketed by mail and telephone order on the basis of price lists and catalogues sent on request to prospective purchasers.

B. The Broom Program - Currently some 28 vocational rehabilitation clients trained in the Broom Shop operations are independent self-employed participants in the Program. In this instance, materials are centrally purchased and supplied to the participants at wholesale prices.

However, these clients run their own shops, make their own sales, and, to all intents and purposes, are self-supporting.

In addition, brooms, brushes, and mops are centrally marketed to industrial users, through the Columbus salesroom.

## IX. Follow-Up and Supportive Services:

Production and sales services are available to the clients as long as they wish to use them. Retraining necesitated by changing market patterns or exacerbation of disability is available. As time passes, staff members become familiar with the work pattern of each participant. Thus, if someone who normally sends in work at regular intervals fails to do so, a letter is sent to him at home. If there is no response to this letter, a rehabilitation counselor or teacher visits the client's home to make inquiries.

## X. Home Storage:

The amount of work and storage space available in a client's home often plays an important role in determining which of the many possible products will be assigned to him. This is especially the case in relation to broom-making since the equipment needed for this operation requires considerable space.

## XI. Transportation:

Home Industries raw materials and finished products are shipped Parcel Post. Brooms are shipped via private trucking companies, or, within a radius of 50 miles, by a station wagon assigned to the Program.

## XII. Cooperation with Other Agencies:

In addition to close working relationships with the Rehabilitation Service, cooperative arrangement with volunteer groups are an important aspect of the Program, since the sales sponsored by such groups are the' principal market for homeworkers products.

XIII. Costs:

Access was not gained to specific cost figures.

## C. INFORMATION SOURCE

For further information, contact·

Supervisor, Production and Sales
Bureau of Services for the Blind
85 South Washington Avenue
Columbus, Ohio 43215

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

Among the reasons for the success of this Program are:

1. Good integration of the services of the Division of Services to the Blind and the Bureau of Vocational Rehabilitation.
2. Participation of local volunteer groups in sales.
3. Consistently high product quality which opens industrial markets for brooms, mops and brushes.
4. Clear division of responsibility between Program personnel and rehabilitation counselors and teachers.
5. Planned follow-up and continuing client contact.

## 2. VOCATIONAL GUIDANCE & REHABILITATION SERVICE

### Cleveland, Ohio

### A. Overview

This Program follows the craft model with the added feature of a custom sewing service to meet the clothing needs of handicapped persons. It has the following attributes:

1. An outgrowth of a time-honored sewing circle project, this Project focuses on sewing activities which produce items that are marketed through a sales outlet and special sales.

2. Volunteers play a prominent role (as they have since 1890) in the Agency's sewing activities; in general, and in the homebound service, in particular.

3. Clients entering the Program are expected to have existing sewing skills. However, these skills are developed and upgraded by Agency training.

4. The Homebound Program benefits from the Agency's association and leadership in a multi-agency consortium in Cleveland.

5. Pick-up and delivery generally are managed through the United Parcel Service. However, some clients are brought to the Agency for selected services by an Agency station wagon manned by a driver and an orderly.

6. Extensive supportive services are available through diversified resources of this multi-function Agency and through its close working relationships with a variety of community agencies.

7. Among the reasons for the success of this Program are: strong volunteer interest and participation, extensive supportive services, inter-agency cooperation, a tradition of quality of items produced, concentration upon an established and successful occupational area, and a long tradition of Agency concern for the homebound.

## B. PROGRAM

### I. Program Objective:

To provide employment for persons too severely handicapped to come to the Agency's Workshops.

### II. Scope:

This Program serves Cleveland and its surrounding communities within a 50 mile radius.

### III. Origins:

Vocational Guidance and Rehabilitation Service is an outgrowth of the Sunbeam Circle and Sewing Circle Project, organized in 1890. As the Sunbeam Association grew, it diversified its services to include a workshop and a sales outlet. Throughout the years, the Sunbeam Shop and Sunbeam Sales have continued under volunteer sponsorship and have become a tradition in the community. The present Homebound Program is an offshoot of the sewing activity.

## IV. Current Funding:

During a recent year, the funds for the entire Agency were from the following sources:

| | |
|---|---|
| Federal & other grants, including contracts | 52% |
| United Torch | 18% |
| Shop income | 11% |
| State supporting fees | 10% |
| Gifts | 6 % |
| Use of facilities fee & miscellaneous | 3 % |

Revenue from the Homebound Program made up about 1-1/2% of the total revenue for the Agency. The budgeted costs for Homebound Services are about 2% of the total Agency budget.

## V. Clientele:

The major types of disabilities present among the 20-30 clients served by the Homebound Program at any one time are Arthritis, Multiple Sclerosis, Cardiac and Orthopedic conditions, and aging. Entrants into the Program usually are:

> Self-referrals or referrals from the State Rehabilitation Agency, the Visiting Nurses Association, the Multiple Sclerosis Society, and other Departments of Vocational Guidance and Rehabilitation Service.

## VI. ORGANIZATIONAL STRUCTURE:

This agency was a leaser in the development of the Cleveland Rehabilitation Complex which, in addition to Vocational Guidance and Rehabilitation Service, houses Chapters of the Arthritis Foundation, National Multiple Sclerosis Society, and United Cerebral Palsy, other county and city rehabilitation agencies, and the State Bureau of Vocational Rehabilitation. More recent additions to the complex are the Cleveland Society for the Blind and Goodwill Industries of Cleveland.

Vocational Guidance and Rehabilitation Service is a large diversified Agency offering vocational counseling, vocational and psychological testing, job placement, research, medical screening and referral, physical rehabilitation, work adjustment, training, workshop programs, design, development, and manufacture of clothing aids for the handicapped, an Industry Training Program, a social-recreational service, the Homebound Sewing Program and the Sunbeam Shop.

The Homebound Sewing Program is a subdivision of the broader sewing department which, among other things, operates a custom sewing workshop in which clothing aids for the handicapped are designed and manufactured. In this connection, training in power sewing is offered. The staff of the Homebound Sewing Program consists of a full-time Home Industries Supervisor and two part-time workers, one of whom cuts patterns and makes samples. Vital to this Program is the Sunbeam Board, a group of

40 volunteers who play an active part in the Program by contributing designs and ideas to the Sewing Program, and by conducting a Sales Program in which about 60 additional volunteers participate.

## VII. Intake & Evaluation:

After the referral of a homebound client, the Home Industries Supervisor, and, perhaps, the Sewing Shop Manager, visit the applicant in his home for an initial interview. During this meeting, the applicant completes an employment form and is given work samples which assess present skill level. Acceptance into the Program is based upon three major factors: 1.) a medical examination within the last year indicating that no communicable disease is present, 2.) home conditions that are adequate for work and storage, and 3.) successful completion of the work samples. This last criterion is somewhat flexible, allowing for a period of instruction under close supervision when the initial samples are not quite up to quality standard. Also considered are client skills related to sewing, such as knitting and crocheting, and the type of equipment which the client has at home (VGRS does not provide sewing equipment).

## VIII. Training:

Since sewing training, per se, is not offered, a certain degree of sewing skill is required for acceptance into the Program. In addition, however, two areas of supplementary training are offered: 1.) The improvement of existing skills when the evaluation indicates only a minimum need for upgrading, and 2.) when new products are introduced, additional training specific to the job may be provided.

IX. Placement:

Clients who are accepted into the Program are assigned to sew (or otherwise produce) a variety of items, and stay in the Program as long as they wish, and are physically able to meet job demands. Product assignments are made on the basis of client preferences, the type of equipment that is in the home, and current skill levels. There is a great variety of work available, and the clients, producing at their own pace, are paid on an equitable piece-work rate. In a recent year, weekly earnings range from $12. to $60. Certain stable items, such as pot holders, aprons and stuffed toys are produced year after year. On the other hand, clothing items often change in style from year to year. In all cases, however, quality is heavily stressed. Although some ideas and designs for sewing items are contributed by volunteers and adapted for production, about 50% of such products come from original designs developed either by the Home Industries Supervisor and/or others in the Sewing Department. Factors taken into account in setting the selling price for an item include cutting time, the cost of fabric and notions, the time required to make the sample, and the sales price of such an item elsewhere in the community. Products of both the Homebound Program and the Sewing Workshop are sold through the Sunbeam Shop, a sales outlet manned by staff and volunteers maintained on Agency premises, and through special Sunbeam sales. The Sunbeam Committee of volunteers meets regularly to plan and promote two large and several smaller sales each year.

## X. Transportation:

During a recent year, pick-up and delivery of work, handled by United Parcel Service, cost an average of about 70¢ per parcel. These costs are paid by the Agency. A station wagon manned by a driver and an orderly are available in the event that a client has to be brought in for a medical examination or for physical therapy.

## XI. Supportive Services:

A wide range of Agency services are available to homebound clients. If services are needed that cannot be provided directly through the Agency, appropriate referrals are made. Such referrals occur commonly in such areas as public assistance, medical services, food stamps, and the acquisition of wheelchairs or sewing machines.

## XII. Cooperation with other Agencies:

Other participating agencies in the Cleveland Rehabilitation Complex cooperate closely with VGRS or on a referral basis. Beyond this, the Agency plays a leadership role in the community in such activities as writing grant proposals for a Model Cities Program, developing a community social recreational center, participating in the organization of a local citizen's group concerned with all the aspects of family life in the area around the center, and assisting in the establishment of a new family health care clinic.

XIII. Costs:

In a recent year, the average labor rate for homebound clients was $1.25 per hour and the operating overhead cost for the Sewing Department was $3.98 per hour.

## C. INFORMATION SOURCE:

For further information on this Program, contact:

Executive Director
Vocational Guidance and Rehabilitation Services
2239 East 55th Street
Cleveland, Ohio 44103

## D. REASONS FOR THE SUCCESS OF THE PROGRAM:

Among the reasons for the success of this Program are:

1. Strong volunteer interest and participation.
2. The availability of an extensive range of supportive services.
3. The initiative taken in interagency cooperation and community outreach.
4. The development and maintenance of a tradition of quality Sunbeam Products.

5. Concentration in the Program on a well-established and successful occupational area.

6. A long history of Agency concern for the homebound.

## 3. DENVER SERVICES FOR THE BLIND HOME INDUSTRIES PROGRAM

### A. Overview

This Program follows the mixed model and has the following attributes·

1. With few exceptions, the Program serves clients who reside in a large metropolitan area.

2. It features close cooperation with a local workshop and the State Rehabilitation Agency Service.

3. Home sewing constitutes the prime manufacturing aspect of the Program which, really is its focus. Subcontract work, a less emphasized feature, is based upon overflow of work from the Agency's evaluation facility.

4. The Program is careful to establish that the blind clients who participate in it are truly homebound.

5. Whenever possible, evaluation and training are conducted at the rehabilitation facility with transportation by taxicab and placement in nearby residence facilities being arranged, whenever necessary.

6. A state truck makes pickups and deliveries for many clients in the metropolitan area. Freight is used to transport materials for the clients who live outside this immediate area.

7. Homework service continues as long as the client needs it and as long as he can function physically within the Homework Program structure.

8. The success of the Program is attributed to its close relationship to a workshop, the long-term State funding commitment, and the availability of the service only to blind individuals who are truly homebound.

## B. PROGRAM

### I. Program Objectives:

This Program aims to provide employment opportunities for homebound persons who, because of blindness and other disabilities often coupled with geographic isolation, are unable to leave their homes to engage in vocational activities.

### II. Scope:

The majority of the clients served are in the Metropolitan Denver area. However, two workers reside as far as 80 miles away from the Agency's headquarters.

### III. Origins:

The Home Industries Program started in 1950 as an out-growth of an existing workshop. Since the workshop's door-to-door sales program needed additional production at that time and since their room for expansion was not available then, additional products were developed that could be made be homeworkers.

## IV. Current Funding:

The two main sources of income for the Program are contract sales and State funds. Separate funding figures for Home Industries were not available. Income is used to meet a Program's costs and to purchase needed vehicles or shop equipment. State funds generally constitute about 65% of the total operating budget.

## V. Clientele:

The homeworkers in the Program are blind persons whose multiple handicaps prevent them from engaging in regular sheltered workshop activities.

Eighteen homebound persons participated in the Program in a recent year. Of this number, eight were steady homeworkers who produced Skilcraft Blind Products. An additional two workers who are considered homebound, but worked in the shop because their home conditions made participation in Home Industries impractical. A number of other homebound individuals have been placed either in their own businesses or in direct contract work with employers in the community.

## VI. Organizational Structure:

The Home Industry Program is closely coordinated with the Agency's sheltered workshop activities. Thus, most homebound clients are trained in the workshop. Furthermore, the workshop provides space for storage of Home Industries materials and finished products. The marketing of home-produced items is conducted through trade channels maintained by the Agency's sheltered workshop. The Program's Home Industry Supervisor also functions in the shop, reinforcing the relationship between the two programs. In addition to the truck driver who functions exclusively, involved in the Home Industry Program is the Agency's workshop manager, the head of the evaluation unit, and an assistant to the Home Industry Supervisor, who also participates in Home Industries activities.

## VII. Intake & Evaluation:

All Home Industries clients participate in the Agency's 12-week Evaluation Program. When necessary, clients may be transported to the evaluation facility by taxicab or housed in nearby hotels and boarding houses.

At the center, the staff psychologist administers initial diagnostic tests and works with clients throughout the evaluation period. Work samples are used to assess clients rate and quality of work, application to the job, ability to learn, capacity for working with others and attendance and punctuality.

Upon completion of the evaluation period, 60% of all clients enter training for employment through skill training, college, attendance, or preparation for entry into the Sheltered Shop or Home Industries Program. The remaining 40% enter employment directly since their need was primarily for mobility training and general adjustment to blindness.

## VIII. Training:

Training for Home Industries is done in the workshop, except when the severity of the disability is so great that it prevents the client from travelling to the Agency's facility. In these cases, the Home Industries Supervisor trains the client at home. When the client can come to the shop, housing and transportation arrangements are planned to meet individual needs. Although 12 weeks are allowed for training, this full period of time may not be needed to achieve training objectives. During the training period, the client is paid a flat rate, but if he can earn more at the established piece-work rates, he is paid the larger sum.

## IX. Placement:

### A. Home Sewing:

Home sewing includes such activities as pinking and packaging dust cloths, hemming dish cloths and kitchen towels, assembling clothes pin bags, sewing zippers on damp bags and packaging pot holders. When cutting of material is necessary, it is usually done outside the shop because of space and time limitations. Delays in the cutting operation sometimes disrupts homework schedules As may be expected, there are highs and lows in sales, but these can be predicted and planned for so that work schedules are fairly stable. Homebound sewers are paid on varying bases with remuneration usually keyed to work ability The usual procedure is to obtain an hourly wages and hours certificate for the worker and then to pay the client either on an hourly or piece work basis, whichever of the two is higher.

However, workers whose piece rate allows them to consistently earn at a satisfactory level are paid on that basis at all times. The monthly earnings for home sewing can be more than $150 per month, and in some cases, this is supplemented by client earnings on concurrent subcontract homework since home sewers are permitted to engage in other types of work, as well.

Responsibility for marketing sewing products from both the Workshop for the Blind and the Home Industries Program is maintained by the Agency. Markets for these products include supermarket chains, schools, hardware stores, wholesale houses, and sales direct to individuals through door-to-door crews and Service Clubs such as the Lions.

## B. Sub-Contract Work:

Sub-contract work may become available to homeworkers through excess jobs at the evaluation unit. When the volume of work cannot be handled by the people in the evaluation unit, it may be distributed to homeworkers. One example was a job requiring the tying of bootie strings. In the Homework Program, in setting contract prices with employers, no overhead is charged. Workers on contract jobs are paid on a piecework basis with monthly earnings ranging from $15-$100.

Under present plans, more of the Agency's contract work will be performed by regular clients, reducing the need to call on homeworkers. This is seen as a positive development by the Agency staff, since there have been instances when a worker has neglected the home sewing work in favor of the sub-contract work. There have also been problems in determining who is actually doing the work in the homes.

## C. Outside Placements:

The following are examples of the types of some recent placements of homebound persons·

1. Telephone sales work. Since earnings fluctuate considerably, these placements are considered only marginally successful.
2. Instrumental music teaching.
3. Small appliance repair.
4. Several attempts were made, in cooperation with 3M Company, to set-up persons with copy services in their homes. Only one functioned for any length of time, and even he reports that he is having difficulty in finding enough work to meet his

family's living expenses.

5. Bookkeeper.

6. Cabinet making.

X. Follow-up:

Clients in home sewing are followed through regular contact with the driver and the Home Industries Supervisor. Generally, homework is provided as long as the clients are physically able to perform the work tasks and need the work experience.

XI. Supportive Services:

Supportive services are made available to Home Industries clients through the resources of the State Rehabilitation Agency and the State Agency.

XII. Transportation & Home Storage:

A State truck makes pickups and deliveries to many of the homebound clients who live in the metropolitan Denver area. This truck stops at each worker's house every 3-4 days. A high frequency of visits is necessary because of the lack of storage space in workers homes and the need to constantly replenish the stock of finished products at the workshop. For the 2 workers who live at a greater distance, transportation of materials is carried out by freight.

### XIII. Cooperation with other Community Agencies.

The local Lions Club promotes sales which market Home Industries Products. The State Rehabilitation Agency provides essential rehabilitation and supportive services.

### XIV. Costs:

In a recent year, material and labor costs for the Home Industries Program was $39,954. When supply costs and overhead were added, the total cost of manufacturing goods sold and available for sale was $45,443.

## C. SOURCE OF INFORMATION

For further information, contact:

Division of Rehabilitation
1575 Sherman St.
Denver, Colorado 80203

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

1. Close affiliation with the Workshop for the Blind, which contributes evaluation, marketing and resources.
2. Long-term funding commitment on the part of the State.
3. Insistence that only those who are truly homebound qualify for the Program.

## 4. GOODWILL INDUSTRIES HOME SERVICE DEPARTMENT

## BUFFALO, NEW YORK

### A. Overview

This Program follows a mixed model which aims at some degree of comprehensiveness. Its attributes are:

1. It combines subcontract work with craft production and sales, and independent client relationships with employers to offer diversified placement opportunities to homebound persons.

2. It is funded by a variety of sources, including sales and salvage income, allocations from the United Fund, fees for service, grants, bequests, contributions, and membership dues.

3. It is coordinated with an active social-recreation program.

4. Specific evaluations are provided in the major homework occupational areas, including industrial, clerical, and craft work.

5. A multiplicity of services is provided with a relatively modest commitment of staff and equipment.

6. A close working relationship with the State Rehabilitation Agency, the Visiting Nurses Association, the County Hospital, and other agencies enable the Program to deliver needed services to homebound clients that are not offered directly by Goodwill.

7. Among the reasons for the success of this Program are its readiness to provide a wide range

of services, relationships with other agencies, well-developed public relations efforts, diversified work opportunities, supportive recreational programming, and funding obtained from multiple sources.

## B. PROGRAM

### I. Program Objective:

To assist homebound people to find employment, to provide sales outlets for home crafted items, and to provide homebound persons with a social-recreational experience.

### II. Scope:

The Program serves the metropolitan Buffalo area.

### III. Origins:

A survey conducted in Erie County in 1941 indicated that there were no organized services available for the approximately 900 vocationally or socially homebound persons residing in that area. In 1942, a Homebound Division was established under Buffalo Goodwill Industries to meet this need. Expanded war production at that time caused an overflow of work from Goodwill's workshops, thus providing a steady source of homework opportunities. Shortly thereafter, craft activities were added to the Program.

### IV. Current Funding:

Most of the funding for the Home Services Department as a whole, is derived from: 1.) sales income, 2.) income from the repair and resale of furniture, clothing, and other items, 3.) allocations from the United Fund, 4.) fees for service grants from government agencies, 5.) bequests, 6.) contributions, and 7.) membership dues.

## V. Clientele:

Most of the more than 185 homebound clients currently in service have multiple handicaps. Of this number, however, some participate only in the Homebound Social Recreational Program. In a recent year, more than 25 clients were actively involved in the Craft Production Program on a consignment basis. In the same year, more than 15 clients received some industrial or clerical work, either as an overflow from the Goodwill Workshop or from outside employers. About 75% of the clients entering the Home Service Department are self or family referred, often in response to information about various Goodwill Programs and Services disseminated to the public through the use of large mailing lists, films about the Agency shown on television, and Agency tours and speakers provided to interested groups. The other 25% of Agency clients are referred for Homebound Service by the State Rehabilitation Agency, the Visiting Nurses Association, a county hospital and the Department of Welfare.

## VI. Organizational Structure:

The Home Service Department is a branch of Goodwill's Multi-function Rehabilitation Department. Thus, the Home Service Department staff consisting of the Supervisor of Home Service, a driver who works two days a week and a volunteer committee of thirty women function under Goodwill's Director of Rehabilitation Five general service areas are available through the Home Service Department:

1. Home employment in which homebound persons are given work to perform in their homes in such areas as typing, sewing and furniture repairs.

2. Craft consignments in which homemade craft items are displayed for sale in the Goodwill store. These items, marked up 10%, usually are displayed for about two months. If they remain unsold during this period, they are returned to the home worker.

## D. THE FACILITY-BASED MODEL

### 1. CONSOLIDATED INDUSTRIES OF GREATER SYRACUSE

#### A. Overview

This Program follows the facility based model and has the following attributes:

1. All services are delivered in a workshop facility which is adapted to the needs of severely disabled persons.

2. The client is "homebound" only until he reaches the workshop: once in the shop, he functions in the same manner as any other severely disabled client. Thus, the "differentiated homebound" aspect of this Program exists only in relation to the problem of getting the client into the shop on a regular basis.

3. The homebound do not constitute a clear-cut caseload. They participate in regular workshop activities and are served by the regular workshop staff.

4. A nominal charge is made for transportation (the fee is comparable to that of public transportation) so that the homebound client feels he is on a level with all other clients.

5. Although State Rehabilitation Agency fees cover part of the service costs, by no means do they cover all. Consequently, other sources of funds are tapped to meet additional costs, especially transportation.

6. This model is feasible for most workshops and homebound clients who can take advantage of special transportation facilities made available by Agency vehicles.

7. For administrative reasons a balance is maintained between homebound and non-homebound clients in the workshop. In this instance, the ratio is one homebound client to 9 non-homebound clients.

## B. PROGRAM

### I. Program Objective:

To enable the client to leave his home and broaden his vocational opportunities and sphere of social interaction by participating in a Sheltered Workshop Program.

### II. Scope:

The Program serves disabled clients residing in or near the City of Syracuse.

### III. Origins:

Consolidated Industries of Greater Syracuse was founded in 1965 as the result of a merger of two local workshops: the Syracuse Lighthouse for the Blind and a multi-disability agency called Pioneer Workshops. An early decision to serve the homebound brought the Agency face-to-face with the problem of limited transportation facilities. In the light of this problem, decisions had to be made concerning which potential clients were most in need of service. At present, the number of homebound who can be served is till limited by the capacity of the Agency's transportation facilities.

## IV. Current Funding:

Sources of income and relative contributions to the Agency's total income are as follows:

| | |
|---|---|
| Contract earnings ............ | 60% |
| State Rehabilitation Agency fees for service ............ | 25% |
| Community Chest ............ | 10% |
| Grants ............ | 5% |
| Total ........................ | 100% |

## V. Clientele:

The average workshop population at any given time is 200 clients, about 10% of whom are homebound. In addition to the severely and multiply disabled component in homebound group, the homebound client group includes older blind clients for whom mobility training has not proven successful, and those who are homebound for psychological reasons. The size of the homebound group is quite stable. Openings in the workshop are created most often by the exacerbation of a workshop client's disability, so that it becomes impossible for him to continue to travel to the shop and to work there on a daily basis. In a recent year, 4-5 homebound openings were created in this manner. The referral sources for the total workshop, including the homebound, are:

| | |
|---|---|
| New York State OVR & New York State Commission for the Visually Handicapped | 60% |
| Psychiatric Facilities | 15% |
| Other Rehabilitation Services for the Blind | 10% |
| Agencies referring the retarded | 10% |
| Agencies referring other disabilities | 5 % |
| Total | 100% |

## VI. Organizational Structure

When a homebound client is transported to the Agency, he functions there in the same manner as the non-homebound client. As with other clients, individual differences determine which workshop tasks are suitable for him. The Agency staff of 40, all of whom have opportunities to work with homebound clients, is roughly divided as follows:

1/3 professionals (such as evaluators and counselors)
1/3 business-related personnel (such as clerical and bookkeeping) and
1/3 workshop employees.

## VII. Intake & Evaluation:

After a referral has been made, the between referral and intake depends upon the readiness of the individual to enter the Program, the availability of work, and, in the case of the homebound, availability of space in the Agency's vehicle. A waiting list of some 30-40 applicants exists and a client's stay in that status varies from 1-3 months. The intake process starts when a homebound client is brought into the Agency where an intake worker explains the Program to him. Simultaneously, information about the client is gathered from other resources in the community, including the referring source. After obtaining pertinent background information, the intake worker makes general recommendations as to the best means of meeting the client's perceived needs. An "intake team" consisting of professional staff, representatives of local resources acquainted with the client and, sometimes, the client's family reviews the client's case. If an acceptance decision is reached, the client is assigned to one of the Agency counselors and given an admission date.

The workshop evaluation of manual ability is performed by means of craft samples for which the client receives no pay. However, he can retain the articles he makes. This evaluation activity is carried on for varying brief periods of time. In addition to providing information about the client's manual abilities, it serves as a general orientation for the client to the work situation. Clients in this status may also be tried on industrial tasks such as the small parts assembly. During the initial evaluation period, the client may also receive psychological tests and/or medical examinations, if a need exists for data in these areas. When adequate evaluation findings become available (often this occurs within the 7-week evaluation period supported by the State Rehabilitation Agency), the workshop staff and the counselor discuss the data with the Agency's professional staff.

Knowledge about the client's interests is combined with staff judgments about level of performance during the evaluation period in the process of selecting possible areas for training.

VIII. Training & Placement:

Organized programs in the industrial, clerical, and food service areas, are adapted to meet the individual client needs. During the training period, remuneration is provided on a piece-work basis for industrial jobs that lead themselves to that form of payment, and hourly wages are paid for clerical, custodial, printing, warehousing, floor service and certain industrial jobs. Clerical training areas include typing, general office work and payroll functions. in the industrial area, there has been a fairly consistent volume of contract work suitable for training coming into the workshop. Examples of this type of work, are· 1.) packaging drugs, 2.) electronic and mechanical assembly varying from simple to sophisticated, 3.) inspections of hypodermic needles, and 4.) industrial salvage.

In a recent year, client earnings averaged $1.22 per hour, with ranges from 40¢ to $3.50 per hour.

IX. Supportive Services:

In addition to benefitting from ongoing individual counseling, which is available to homebound (as well as other) clients for the duration of a clients association with Consolidated Industries, clients are helped socially by being brought out of often isolated home settings to a place where work can be combined with social interaction.

## X. Transportation:

The Agency owns two vans which transport 16 homebound people at any one time to and from the workshop daily. Clients are charged the nominal sum of 35¢ for each trip, which is the price of a public bus trip in Syracuse. Four of the current homebound clients come from a home for the aged and are transported daily by cab, a cost that is paid for by an auxiliary connected with the home. The Agency feels the need to acquire vehicles which can carry wheelchairs, something which the present vans are not able to do. Ramps are not altogether practical year-round, because there is snow on the ground for six months of the year. The present practice is to load a wheelchair-bound client out of his chair at home and into the van, and then to have another wheelchair waiting at the shop for his use during the day.

## XI. Cooperation with other Agencies:

The two New York State Rehabilitation Agencies (one general and one for the blind) serve as sources of referral and pay training fees for homebound clients. Other agencies which serve as referral sources, and which provide professional consultation, as well, are the Local Association for Retarded Children, United Cerebral Palsy, The Upstate Medical Center and welfare agencies.

## XII. Costs:

For clients referred by OVR and Commission for the Visually Handicapped Consolidated Industries, receive a fee of $50 per week for evaluation and training. The length of time required for these services is variable. Evaluation is usually 7 weeks. Personal adjustment training can be for an initial 13 or 26 weeks, with an option for an additional 13 weeks after the 26. Therefore, there is a maximum possible funded evaluation and training time of 46 weeks. In addition to these fees, the State Rehabilitation Agencies may provide support for a 10-week period during which intensive placement efforts are made, a procedure that is generally not applicable to homebound clients. The actual cost of the Homebound Service is not fully covered by the State Rehabilitation Agency fee due, in part, to the additional transportation cost. Thus, Community Chest funds are used to make up the difference between the actual cost of service and the $50 weekly fee. For those clients not supported by State Rehabilitation Agency fee, Consolidated Industries bears the total costs involved.

## C. INFORMATION SOURCE

For further information, contact·

Allen Speiser, Ph.D., Executive
Director
Consolidated Industries of Greater
Syracuse, Inc.
541 Seymour Street
Syracuse, N.Y. 12304

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

1. Limiting the service to homebound persons who can be transported to the workshop.

2. The disinclination to differentiate the homebound from other clients once they are in the workshop.

3. Integrating homebound and other clients in vocational and social activities.

4. The recognition of the importance of the social factors in the rehabilitation of the homebound client.

5. The consistent availability of contract work, due to flexibility in types of products taken on the workshop's reputation for quality work, and a sense of responsibility of the employer.

## 2. KANSAS ELKS TRAINING CENTER

## WORK ADJUSTMENT TRAINING PROGRAM

### A. Overview

This Program follows the facility-based model and has the following attributes·

1. Evaluation and training occur in a Work Adjustment Center in which homebound clients are integrated with other clients in all activities that are relevant for them.

2. After evaluation and training, homebound individuals enter a Program that combines remunerative work and socialization elements.

3. Although earnings are modest because of the severity of the disabilities of these clients, supplements are used to help clients attain eligibility for Social Security Benefits.

4. During the long-range phase of the Program, socialization activities are conducted with transportation being provided by the Agency.

5. Volunteer services in the community are arranged for some clients with a portion of the fee for service paid to the Agency being used for remuneration of the client. It is hoped that volunteer experiences may create suitable job openings in the future.

6. The costs of the Homebound Program are considered to be part and parcel of the total costs of the Work Adjustment Center and, thus, are not differentiated.

7. Homebound clients are transported to the Center by Agency-leased vans, one of which is equipped with a wheelchair lift.

## B. PROGRAM

I. Program Objective:

To provide vocational activity for mentally retarded and multiply handicapped adults whose vocational capabilities do not allow them to enter a transitional training program whose aim is outside placement.

II. Scope:

Wichita and the immediate surrounding communities.

III. Origins:

The Work Adjustment Program started with eight clients in January 1969 when in conversations with The United Cerebral Palsy of Kansas, it became apparent that some severely disabled individuals who had received services as children could not, as adults, take advantage of existing vocational rehabilitation opportunities. The deterrent to service was their very limited employability. Initial seed funds for the Program were provided by ICP as the Program demonstrated its value, additional was obtained from welfare, vocational rehabilitation agencies, and the Veterans Administration.

## IV. Current Funding:

Services are offered on a fee-for-service basis with fees being paid by the Agency sponsoring the client.

Additionally, funds from ICP and other agencies support the Program.

Often, the State Vocational Rehabilitation Agency is the initial funding source for an 18 month extended work adjustment period. As part of this period, a 90-day evaluation is conducted after which, the client may move into training. After the completion of the 18 month period, client's Programs are supported by other funding sources, if such assistance is available.

Income to the Agency as a whole is generally broken down as follows:

60% - Fees for service from various sources
15% - Federal Grants for staffing, equipment and remodeling
15% - Contract earnings
10% - Kansas Elks

## Clientele:

About 40 clients participate in the Work Adjustment Program, 18 of whom are considered homebound because they cannot make use of the two buses which the Agency maintains to transport clients to the Work Adjustment and the Job Training Programs. The most common disability among the 18 homebound clients is Cerebral Palsy. Other disabilities in the homebound client group included blindness, Spina Bifida, Hemiplegia and Quadraplegia.

Referral sources are UCP, Welfare and the State Vocational Rehabilitation Agency and the United Fund. In addition, some clients enter the Program internally after having failed in the Agency's Job Training Center and through self or family referrals.

## VI. Organizational Structure:

Homebound clients function at the Kansas Elks Training Center in the following major activities:

1. Job training which provides vocational evaluation, work adjustment, job training and placement outside the Center.
2. Work adjustment, which is an extended, long-term program for severely disabled clients for whom outside placement is an unrealistic goal: and
3. An NIMH funded research project, which is exploring the vocational rehabilitation potential of brain-damaged young adults.

The Staff of the Work Adjustment Program includes a Coordinator, a Program Supervisor, a Production Supervisor, and four Production Supervision Aides. It was estimated that 15% of the Agency administration staff time was spent with the Work Adjustment Program.

The Work Adjustment Program, which is the service most closely concerned with homebound clients, is located in the same building as other Agency Programs. Within the Work Adjustment Program itself, the 18 homebound clients function in the same manner as other clients, except when the severity of their disabilities prevents them from working on certain tasks.

## VII. Intake & Evaluation:

The intake interview held with a prospective client at the Kansas Elks Training Center covers the client's social, psychological and medical history and the establishment of a tentative funding plan. Client information is brought before a monthly agency staff meeting which considers admissions into all Agency Programs. After admission, the client spends a 30 day initial period during which he engages in the following activities:

> Orientation, Standardized Tests, an ADL Checklist, Evaluation in Home Living Skills, Work Samples and Trial Jobs

## VIII. Training & Placement:

At the termination of this 30-day period, the client enters open-ended trainee status. From this point his work is roughly divided into 80% work activity and 20% socialization and personal adjustment activities. The general types of work that are available within the Work Adjustment Program include packaging, assembly, mailing, salvage and furniture repair. Clients are tried on a wide variety of tasks to determine those for which thy are best suited. And, in the process, are allowed to work at their own pace.

Due to the severity and complexity of their disabilities, client's earnings tend to be low. However , a grant from UCP insures that each client earns enough per quarter to qualify for Social Security Benefits. Funds of this type supplement the modest piece-work earnings. During a recent six-month period, individual client incomes in the Program ranged from $20. to $165.

There are several Work Adjustment Program clients who are engaged in volunteer activities in the community, for which they are paid half the Agency fee for service. These volunteer activities are encouraged to give the clients a feeling that there can be movement from the Work Adjustment Program out into the community, and through such volunteer placements additional job openings may be created in the future.

IX. Supportive Services:

a.) Social-Recreational: Semi-monthly transportation to social events is provided for Work Adjustment Program clients and, sponsored in part by the State Cultural Arts Commission, adaptive arts and crafts. Groups are conducted three times a week.

b.) Housing: Is provided to clients whose homes are out of the Wichita area. Arrangements are made either to place the client in a foster home or in one of the two half-way houses which are maintained for this purpose.

X. Transportation:

Homebound clients in the Work Adjustment Program are transported to the Center by two vans which are leased by the Agency. One of these vans is equipped with a wheelchair lift.

XI. Follow-up:

The Work Adjustment Program Coordinator completes semi-annual reports on all clients in the Program. In non-vocational areas, the Agency Social Worker also submits semi-annual reports on each client on a continuing follow-up basis.

XII. Co-operation with other Agencies:

a.) The State Vocational Rehabilitation Agency serves as a funding and referral source for some clients in the Work Adjustment Program.

b.) Welfare, in addition to serving as a funding and referral source, helps to arrange needed family services and Medicaid coverage for the client.

c.) A local hospital and rehabilitation center provides a general medical examination and physical therapy services.

d.) Another hospital provides occupational therapy consultations three times a week.

e.) Both of the hospitals noted above offer outpatient psychiatric care.

XIII. Costs:

The costs of serving homebound persons are not differentiated in the Work Adjustment Program Budget. The funds to support this budget come primarily from fees for service.

## C. INFORMATION SOURCE

For further information, contact:

Kansas Elks Training Center
619 South Maize Road
Wichita, Kansas 67209

## D. REASONS FOR THE SUCCESS OF THE PROGRAM

1. Recognition of needs in the social, cultural and daily living skills areas, in addition to the vocational, and having access to the physical and personal resources to meet these needs.

2. Housing situation which permits those outside the Wichita area to be served by the Program, as well as providing an opportunity for socialization with peers.

3. A broad and varied funding base, part of which frees the clients from having to meet certain productivity demands while becoming eligible for certain Social Security Benefits.

4. Extensive cooperation with health and other community agencies in making a wide range of services available to the client.

5. A volunteer program which improves community relations, and at the same time may lead to job placements.

# E. THE COMPREHENSIVE MODEL

## FEDERATION OF THE HANDICAPPED
## NEW YORK CITY

### A. Overview

This Program attempts to follow a comprehensive homebound rehabilitation model and has the following attributes:

1. The Homebound Rehabilitation Service at this Agency consists of six constituent programs; (a.) Higher Horizons for the Homebound, a specialized evaluation and training effort, (b.) The Homebound Employment Program, an industrial and clerical homework placement service, (c.) Recreation for the Homebound, (d.) Personal Aides to the Homebound, a home visiting and guidance program, (e.) The High School Homebound Program, a service for teen-agers, and, (f.) The Programmatic Research Project on the Rehabilitation of the Homebound.

2. An attempt is made throughout the total Homebound Rehabilitation Program to utilize and apply the research findings about homebound persons developed by the Agency.

3. More than 500 homebound persons participate in this service complex each week.

4. A strong advocacy component, functioning on a national level, enriches and strengthens the Service Program. As part of the advocacy activity, ongoing occupational research is periodically opening new job opportunities for the homebound.

5. Transportation remains the major unsolved problem.

6. In cooperation with the New York State Office of Vocational Rehabilitation, Federation is demonstrating that rehabilitation case closures can be achieved at a reasonable cost as readily with the homebound as with certain other severely disabled groups.

7. The Agency's multiple programs for the homebound are built upon the belief that general agency resources can be combined with specialized services to effectuate a practical workable approach to this client group.

8. Among the reasons for the success of this Program are: the total commitment of the Agency's Executive Director to service to the homebound, a strong research and demonstration component, the systemized comprehensiveness of the Program, the Program's skillful specialized staff, the high level of OVR participation, research utilization, and occupational research.

## B. PROGRAM

### I. Program Objectives:

Provision of a vocationally-oriented multidimensional rehabilitation service for homebound persons that meets local community needs and, simultaneously, features nationally-recognized research and demonstration efforts.

### II. Scope:

The service aspect of the Program covers the New York Metropolitan area, the research and demonstration aspect is national in scope.

## III. Origins:

From its inception during the great depression of the 30's, Federation of the Handicapped has had an all-encompassing interest in the severely disabled, especially the homebound. A great leap forward occurred when the Agency cooperated with the New York State Office of Vocational Rehabilitation in the early 1950's to inaugurate an innovative vocational program for the Homebound. The success of this Program set the stage for the current multi-functional homebound rehabilitation program and the concurrent research and demonstration effort. The research aspect of the Program reached its present maturity under the SRS-funded Programmatic Research Project on the Rehabilitation of the Homebound which was launched with SRS, RSA, and OVR cooperation in 1967.

## IV. Current Funding:

Federal grant funds allotted to the Programmatic Research Project supports only the research and demonstration activities of the Agency's service, benefitting agencies in all sections of the United States. The service aspect is supported by New York State OVR fees, subcontract net income, philanthropic contributions, foundation funds, and project support from the New York City Human Resources Administration.

## V. Clientele:

Almost 500 homebound persons are served each week in one or more of the following homebound rehabilitation services: evaluation, counseling, and training, industrial and clerical homework, other forms of home industry, homebound social rehabilitation, personal services to the homebound, and research and demonstration. An experimental Adult Education Program developed in cooperation with a local community college soon will be serving additional groups through home-to-college telephone facilities. The total homebound caseload covers the gamut of physical, intellectual, emotional and social disabilities. In this setting, homebound is defined as the inability due to severe limitations to participate regularly with the transportation community resources normally available to the individual in employment, education, social, and citizenship activities. Owing to community recognition of Federation's central position in serving the homebound, referrals are made to the various Program components from a wide range of community organizations, institutions, and agencies in the Metropolitan New York area.

## VI. Organizational Structure:

A Homebound Services Division operates under the direct supervision of the Agency's Executive Director whose career commitment to this client group has spanned 35 years. Each of the six component programs in the Division functions under the Director or Coordinator, who assumes primary responsibility for the conduct of his Program, in cooperation with all other Agency Services for Homebound.

The major Program components are:

(a.) Higher Horizons for the Homebound, a specialized evaluation, counseling, and training service developed in accordance with the findings and recommendations of the Programmatic Research Project. Using its own resources as well as those of the Agency's more general evaluation and training centers, this service used differentiated techniques with homebound clients because Agency research found that customary rehabilitation procedures tend to understate the true potentialities of homebound persons. Training in this context is designed to remove long-term overlays of isolation and neglect so that the more fundamental capacities of the homebound person may be revealed. The duration of the process is highly flexible but common limits are 6 weeks for diagnostic vocational evaluation followed by 10 weeks of personal adjustment training. Unless medically contra-indicated, clients are transported to the facilities of Federation of the Handicapped for this service.

(b.) Homebound Employment Program, a subcontract-oriented Work Program for homebound persons, provides industrial and clerical job opportunities for individuals who, subsequent to evaluation and personal adjustment training, cannot be placed outside the home due to the severity of the disability, transportation problems, psychological deterrents, or social isolation. As many as 150 to 175 homebound clients are served by this Program at any one time. After the client has been found suitable for home employment and has received the requisite industrial or clerical training, he joins the Agency's Homebound Work Force. At that time, he begins to receive raw materials at his home on a regular basis and is paid for his work on an equitable piecework rate. During a recent year, contract income was about $120,000. Client wages during the same period exceeded $60,000.

(c.) Personal Aides to the Homebound is a unique program developed by Federation of the Handicapped which trains and employs aging persons to provide non-professional services to severely disabled persons in their own homes. Aides visit each homebound individual in the Program half-a-day a week, providing companionship, socialization, assistance with shopping, advocacy in the community, joint planning for the meeting of health, social, educational, and vocational needs, and liaison with community resources. Under close supervision, aides often prepare homebound persons for subsequent participation in professionally-conducted rehabilitation activities which may lead to re-entry into community participation. Specialized "senior" aides to the homebound offer assistance in placement, arts and crafts, and community liaison. Many of the aides are so severely limited that they, too, are eligible for New York State OVR Services and, in numerous instances, subsequently leave the Program with useful skills and attitudes that enable them to enter remunerative community jobs as health aides or related workers.

(d.) The Homebound Recreation Program provides homebound persons with opportunities to socialize with others, meets educational and social challenges, prepare clients for educational experiences, and encourages them to vital, social, and recreational skills. Informal and organized groups provide meaningful interactions among homebound persons and others, and introduce the homebound to activities which can be enjoyed with family members, friends and acquaintances despite their severe limitations. An important aspect of this Program component is the Adult Education Service offered through conference and home-to-college telephone.

(e.) The High School Homebound Program, conducted in cooperation with the New York State OVR and the New York City Board of Education, provides prevocational experiences to students who are so severely physically or emotionally limited that they cannot participate in classroom activities. Working at the same times with Board of Education home teachers, more than 80 young people a year receive specially designed prevocational evaluation, counseling, training, resocialization, and related services at Federation of the Handicapped.

At time of the High School Graduation, the large majority of these young people also complete the two year prevocational sequence which starts in the junior year of high school, and move on to successful employment, college attendance, and community-based vocational training.

(f.) The Programmatic Research Project on the Rehabilitation of the Homebound, in operation since 1967, has pioneered a variety of new and augmented services for homebound persons. A series of monographs soon will be issued by the Project describing some of its major activities, findings, and recommendations. Among these will be explorations of the service experiences of homebound clients in a state rehabilitation agency, a longitudinal study of homebound persons, and the impact of entry into home employment upon the social and vocational development of homebound persons.

## VIII. Intake and Evaluation:

In the past, homebound persons entered the Federation Service on a relatively unstructured basis. Currently, however, most referrals flow systematically into the Higher Horizons for the Homebound component and, subsequently, enter other Agency service programs. Intake follows the customary Federation procedures with the addition of specified research data-gathering approaches. Evaluation generally is conducted by regular Agency personnel in Federation's

Tri-Eval Evaluation Center, in consultation with special professional personnel trained to work with homebound persons.

VIII. Training:

Selected homebound clients who have benefitted from Personal Adjustment Training and indicate a readiness for vocational training may enter either of two Agency training strands: (1.) some participate in the Agency's Training Services Program, preparing for such occupations as mail room work, clerical service, optical mechanics, and food service, and, (2.) others are trained both at the Agency and in their homes to perform tasks required in the homework activities that have been selected to meet their needs. Owing to changes in subcontracts, home employment clients are provided periodically with additional training.

IX. Case Closure and Placement:

Some homebound clients who re-enter the community are placed in competitive employment. More generally, however, clients remain in their homes and receive homework which is made available to them through clerical and industrial subcontracts obtained and managed by Federation of the Handicapped. Another placement pattern features homework that flows to the client directly from employers in the community without Federation mediation. Each placement possibility works well with selected clients when used differentially to meet individual needs.

Although New York State OVR closes homebound cases in accordance with its policies for all clients, Federation tends to maintain a relationship with the client as long as he needs Agency service. In some cases, this relationship spans decades. This procedure has been adopted because some homebound persons continue to have long-term needs that extend well beyond the normal time boundaries set up by State Vocational Rehabilitation Agencies.

## X. Supportive Services:

All Program components are woven together so that each client obtains that combination of homebound components that is most appropriate for him. Thus, he may simultaneously receive one or more of the following supportive assists: recreation, family and personal counseling, assistance with housing, transportation, and architectural barriers, advocacy, health care, mental health assistance, and liaison with the community. These services are considered vital in that they assist clients to make the most constructive use of the vocational and educational services offered by the Program.

## XI. Transportation:

Transportation constitutes one of the critical and most perplexing problems faced by this Program. Although not fully satisfactory, the Agency currently uses a combination of its own vehicle service and contracts with private transportation companies.

## XII. Follow-Up:

In addition to the customary program follow-up and the reports submitted by driver instructors, homebound clients are periodically followed over the long-term by the Research and Demonstration Service. In this connection, the rate of attrition that has been found in the follow-up sample suggests that homebound persons are not exempt from the current wave of high mobility, restlessness, and rootlessness that seems to characterize the modern American family.

## XIII. Cooperation with other Agencies:

Federation of the Handicapped cooperates with literally hundreds of other organizations on behalf of homebound persons each year. Notable in this constellation of joint service is Federation's relationship with the New York State Office of Vocational Rehabilitation which has, in great measure, contributed to the present status of the total program, and the New York State Commission for the Visually Handicapped, which has shown vital interest in using all community programs, whether or not they specialize in blindness, for the benefit of homebound visually handicapped persons. Beyond these local affiliations, Federation of the Handicapped has set up an informal network of homebound programming relationships with almost fifty agencies through the United States which have been mutually beneficial to all concerned.

XIV. Costs:

The average costs of the rehabilitation of homebound persons, as a group, in joint programs with the New York State OVR, does not exceed the average published national cost of rehabilitating some other handicapped groups, such as the totally blind, the multi-handicapped, the double leg or arm amputee, or the handicapped college student. As far as Federation's costs are concerned, it should be noted that other voluntary agencies in these difficult fiscal times manage to maintain its wide ranging homebound rehabilitation service without undue financial distress.

## C. INFORMATION SOURCE

For further information about the Program, contact:

Executive Director
Federation of the Handicapped
211 West 14th Street
New York, N.Y. 10011

## D. REASONS FOR THE SUCCESS OF THIS PROGRAM

Among the reasons for the success of this Program, are:

1. The commitment of the Agency's Executive Director to homebound rehabilitation programming throughout his long and distinguished career.

2. A strong research and demonstration component.

3. The offering of a multi-dimensional service that currently constitutes the only systematic effort to serve homebound persons in a comprehensive manner.

4. A skillful and dedicated specialized homebound service staff that cooperates closely with other Agency personnel.

5. The long-term participation in the Program on an innovative and unusually active level by the New York State OVR.

6. The utilization of research findings to improve homebound rehabilitation services.

7. An unusually strong Homebound Employment Program that is constantly seeking new forms of work for homebound persons.

## III.

## DISCUSSION AND RECOMMENDATIONS

The Program descriptions presented in this monograph constitute a free standing source of homebound rehabilitation reference and information for professional workers. Each suggests a viable model for homebound rehabilitation that is applicable to other agencies. Through examining the routes taken by these 20 Programs, rehabilitation agencies may be able to shape their own evolving homebound services more effectively beyond model-setting, the data lend themselves to additional uses in community planning and advocacy of the homebound. Viewed in relation to homebound rehabilitation and the rehabilitation movement in general, the data point up useful and informative generalizations that are relevant to severely limited and homebound persons everywhere. These generalizations are presented below.

### 1. Homebound Rehabilitation Programming is Feasible Under Current Conditions

The 20 agencies conducting the programs described in this monograph cannot be differentiated on any variable from other rehabilitation agencies in the United States. They run the gamut from large to small, rich to poor, specialized to comprehensive, innovative to conventional, highly professional to informal, and public to voluntary. No single special attribute characterizes them. Like other agencies, they are confronted daily by funding, personnel, service, board, community, and government problems that would try even the most superhuman administrator. Like other agencies they are caught up in the present constriction of funds, dehumanizing government policies, cost-benefits analysis, community demands for more service with fewer resources, and arbitrary and impersonal priority systems imposed by outside influences. Despite the fact that they are comparable to sister agencies in all parts of the country, they do differ to the extent that they are conducting organized homebound rehabilitation programs on a day-to-day basis without having access to special advantages.

These agencies offer living testimony that homebound rehabilitation is possible under existing conditions and without major modifications in the current rehabilitation service structure. They are doing this without fanfare, special endowments, government grants, or modified legislation. In a relatively matter-of-fact way, they address themselves to their homebound caseloads in the same way that they do their other agency caseloads--with effectiveness, humanity, and adherence to accepted service standards. As a group, they perceive homebound rehabilitation as a practical matter and serve this caseload without duly straining their resources or denying other disability groups needed assistance. For them, homebound rehabilitation is no longer a matter of conjecture or philosophical discussion. It is a daily occurrence that is almost taken for granted. While other agencies agonize over the question of how to meet the needs of the severely disabled, these 20 agencies do it.

Thus, it is no longer relevent for rehabilitation agencies to fall back upon supposition, hunch, or prognostication. Homebound rehabilitation, as practiced by these 20 agencies, is no longer controversial, experimental, or dramatic. It is an everyday fact of life that could be duplicated in virtually any agency in the United States. The question of whether homebound rehabilitation is possible is now an academic one. Practical, hard-headed rehabilitation administrators in these 20 public and voluntary agencies (as well as in others) are daily demonstrating homebound rehabilitation can be no more complex or challenging than service to the non-homebound, totally blind, the mentally retarded, the paraplegic, or dozens of other disability groups. The central generalization emerging from this finding is that the presumption of impracticality can no longer serve as a shield for recalcitrant rehabilitators who avoid the homebound. The evidence for this lies in the everyday experience of these 20 rehabilitation agencies and not in the records of some laboratory or academic institution.

## 2. There is no Single Route to Homebound Rehabilitation.

Not only do these 20 agencies routinely rehabilitate homebound persons, but they do the job in a variety of ways. There appears to be no single preferred solution to the problem. On the contrary, in response to their own interests and the nature of their communities, these agencies approach homebound rehabilitation from contrasting viewpoints. Thus, the five major models -- the craft, the subcontract, the mixed, the facility-based, and the comprehensive -- all have their adherents and can lay legitimate claims to substantial success. Thus, the proponents of the crafts model have been no less productive than those of the other models and vice versa. When properly organized and harmonized with the community and the agency, each model generates favorable results. But, diversity doesn't stop there. Within each model, different agencies follow different paths. Thus, even in the well-established crafts model, contrasting patterns of client evaluation and training, counseling and casework, and marketing have been adopted and, are achieving favorable results.

In essence, no dogma has developed around the homebound. Rather than looking for THE exclusive approach to be used in homebound rehabilitation, agencies would be realistic in considering the wide range of possibilities that exist and, then, adapting for their use those that seem most compatible with local conditions. Indeed, one of the fascinating aspects of homebound rehabilitation is that new models already are on the way. Soon, innovative approaches may be available which stress employment relationships betwen homebound persons and employers without agency mediation, rehabilitation activities that flow from a facility to the homebound via sophisticated electronic devices, and multi-service homebound facilities which provide residences to homebound persons in conjunction with extensive rehabilitation, social, recreational, and self-help services.

Without looking to the more distant future, however, it is possible to conclude that the number of available homebound rehabilitation program options is imposing. The question no longer is: What is the way to rehabilitate and employ homebound persons? More cogent is the question: In what way should our community rehabilitate and employ homebound persons? The models reported in this monograph are only a sample of specialized vocational rehabilitation alternatives. Some agencies may wish to take the route of a homemaking, a socialization, a home care, or a home visiting model. Although these have not been discussed specifically in this monograph, data concerning each is available that can serve as a guide to the development of such programs. This generalization suggests that the national lag in service to homebound persons can no longer be justified in terms of a lack of information about workable models. Each of the 20 agencies described in this monograph has indicated that it would welcome inquiries and visits by personnel interested in looking into its homebound rehabilitation procedures.Thus, a vast storehouse of practical and proven information is accessible to all - if only the will to serve the homebound is present. The problem is not one of identifying the solution but of choosing from existing options those that are most congruent with local purposes and procedures.

### 3. The Public Agency as the Heartland of Homebound Rehabilitation.

As noted in the foregoing Program descriptions, State Rehabilitation Agencies can and do offer homebound rehabilitation services independently and in cooperation with voluntary organizations. For example, the Wisconsin Homecrafters Program dates back to the days of the Great Depression and has been in continuous and successful operation since then. When public rehabilitation takes leadership in homebound rehabilitation programming, they almost invariably make a go of it. Indeed, State Agency successes have been reported in programs that deal exclusively with the visually impaired as well as with general caseloads. In most instances, these state-initiated programs are cooperative in nature, involving voluntary agencies, service clubs, and volunteers, in the total effort. Regardless of the specific path taken, the central point is that when a State Rehabilitation Service wants to rehabilitate and employ homebound persons, it does so with gratifying results.

With only one or two exceptions, the Voluntary Agency Programs reported in the monograph functioned effectively largely because of the support they receive from their respective State Rehabilitation Agencies. Not infrequently, the fees-for-service, grants, consultation, advocacy, and the encouragement provided by State rehabilitation personnel was the spark that led to the initiation of the Voluntary Agency Program and now sustains it through good years and bad. In a single exception to this rule, one of the 20 Programs described had extreme difficulty in obtaining even minimal support from its State Rehabilitation

Agency. Rather complex issues and relationships play a part in creating this deterrent but the ultimate losers in the situation are the innocent eligible homebound persons in that community. It is interesting, however, to note that despite minimal participation of the State Agency in this one program, the service goes on unabated, but, of course, at a level below that which would prevail under more favorable inter-agency circumstances.

More commonly, State rehabilitation agencies have been extraordinarily active cooperators in Voluntary Agency Homebound Rehabilitation Programs. Instance after instance, can be cited of the development of favorable fee schedules relating to services delivered to homebound clients, the assignment of special State Rehabilitation Agency personnel to the homebound caseload, the provision of funds to purchase equipment, stock, vehicles, and special transportation, and extension of individual authorizations for service beyond the normal authorized duration for that Agency. This generalization suggests that it is exceedingly difficult, if not impossible, to organize and operate a Homebound Rehabilitation Program without the active participation of the appropriate State Rehabilitation Agency. The heartening fact is that even though State agencies often are under the gun to produce large numbers of rehabilitations, to work with only the most promising client groups, and to abide by imposed priority systems, so many of them participate successfully in homebound rehabilitation activities. State agency leadership is crucial. Without it, homebound rehabilitation would exist in name only rather than being a successful and growing enterprise.

### 4. The Workshop as a Locus for Homebound Programming

Although not absolutely essential, the sheltered workshop seems to provide an especially favorable locus for Homebound Rehabilitation Programs.

Especially those that offer subcontract work opportunities. When supported by a workshop, a Homebound Rehabilitation Program seems to have fewer problems in obtaining suitable work tasks, greater flexibility in meeting production schedules, and wider resources for conducting sophisticated client evaluation and training activities. An interaction between Homebound and Workshop Programs seems to encourage a more even flow of work to homebound clients, a work ladder up and which clients may move as their vocational capacities change over the course of time, and out-of-home work options that homebound clients may qualify for as their readiness develops in the rehabilitation process.

Cooperation with workshops takes many forms in homebound programming. At its most integrated level, cooperative relationships include joint appointments in which the homebound rehabilitation and the workshop form a unity. At another level, the two staffs are more differentiated but function under common administration and/or supervision. In still other cases, an intra-agency liaison mechanism (often a committee), provides continuing contact between an autonomous workshop and an autonomous Homebound Program within the same organization. The least integrated of arrangements is one which features a cooperative effort between a Homebound Program of one agency and a sheltered workshop of another. Each of these arrangements seems to function well under specified local conditions. However, the central implication of this finding is that whatever the coordinating procedure used, a Homebound Program benefits from having an affiliation with a sheltered workshop especially if it maintains a Homebound Rehabilitation Program that follows the subcontract model.

## 5. Some Enabling Variables

As noted earlier, the 20 Homebound Rehabilitation Programs described in this Monograph are unremarkable in most respects. In view of this finding, how can one account for their unusual and innovative involvement in rehabilitation programming for homebound persons? This is a rather critical question in that if the variables that account for this can be identified, such variables can be made the focus of community organization efforts when launching new and expanded Homebound Rehabilitation Programs. An analysis of the data provided by these participating Homebound Prorams suggests that such variables do indeed, exist, can be identified, and, hopefully, used to foster wider and more effective services for homebound persons. Among these variables are:

### 1. A Distinguished Leader Committed to Homebound Rehabilitation

Most of the Homebound Rehabilitation Programs described in this Monograph were launched because an important member of the rehabilitation power structure wanted it to happen. Moved by motives that were not apparent to the external observer, these leaders became imbued with the vision of providing homebound rehabilitation service and, having that vision, would not rest until it became a reality. Using firm and dynamic leadership and the ability to instill enthusiasm in others they drew other responsive rehabilitation workers into their orbits and established a working team. Even though a number of these distinguished individuals have since departed from the rehabilitation scene, their influence persists. Worthy successors have either inherited their enthusiasm or now find it expedient to sustain the pioneer's Homebound Rehabilitation Program. In some instances the tradition of homebound rehabilitation has become so well-entrenched in the community that any deviation from the current service pattern would be fraught with risk. Consequently, not all administrators of Homebound Rehabilitation Programs are zealots; on the contrary, some are reluctant heroes. But, as far as the homebound client is concerned, this is immaterial. Regardless of motivations, Homebound Rehabilitation Programs tend to produce their equitable share of rehabilitation case closures and attract their share of favorable community interest and attention. Thus, both economically and psychosocially, they pay their way, rewarding with gratification and recognition the bold leaders who founded them and their often equally bold successors who sustain them.

## 2. An Inclusive Concept of Rehabilitation

In contradistinction to some of their colleagues who view rehabilitation as a numbers game or a source of professional employment, the personnel of these participating homebound rehabilitation agencies seemed to be firmly committed to rehabilitation as a service for all disabled people, regardless of the severity of their limitations. Reading their case records and observing their clients in process, one is impressed with the readiness of these homebound rehabilitators and their agencies to discard prevailing shibboleths about feasibility and susceptibility. Other comparable agencies make daily decisions rejecting homebound applicants. These decisions are made within implicit boundaries that in these agencies separate clients of varying degrees of disability. No such lines exist in this sample of homebound rehabilitation agencies because their concept of rehabilitation does not countenance artificial and unjustified barriers. In practice, they reach few foregone conclusions about client feasibility. On the contrary, their rehabilition ideology is that every disabled person merits an opportunity to be exposed to appropriate service until, by actual experience, it has been determined that, indeed, he cannot benefit adequately from rehabilitation. Such a view of rehabilitation is a conservative one in that it follows the precedents laid down by the founders of this field. Those who deviate from this tradition are more likely to be the apostates. Thus, a commitment to serve the homebound is in accordance with rehabilitation mainstream thinking; anything else is what Communist countries like to call, "deviationism".

### 3. Tradition of Service to the Severely Handicapped.

Unlike rehabilitation organizations which allocate disproportionate resources to the less severely handicapped, the 20 homebound rehabilitation agencies described in this monograph have long and commendable histories of extensive service to the severely disabled. Long before they embarked upon homebound rehabilitation programming, most of these organizations established a tradition of working with multi-handicapped, highly limited individuals who were rejected at other rehabilitation agencies. Thus, the move into homebound rehabilitation programming constituted for them an almost natural progression. Their entry into service for the homebound was usually a transition from earlier work with more mobile severely disabled clients. Conversely, highly selective or "elitist" agencies which concentrate their rehabilitation efforts on mildly or moderately disabled individuals tend to find it more difficult to make a smooth transition into Homebound Programs.

### 4. Agency Openness.

The agencies described in this monograph tend to be "open" in their approach to rehabilitation. As contrasted to organizations which have "hardened" into bureaucratic lines and which follow well-crystallized procedures, they are receptive to new ideas and open to change. Agencies that are "locked in" a customary way of doing things and a fixed concept of their mission often resist entry into homebound rehabilitation as strongly as they resist other significant changes. Neanderthal agencies of this type do not welcome innovation, experimental procedures, or new caseloads unless substantial economic rewards are associated with the new venture. Since homebound rehabilitation rarely brings such rewards, it generally is now welcomed into a closed service delivery system. Evidences of openness among the cooperating homebound rehabilitation agencies in this project tended to generalize beyond their work, with the homebound as a manifestation of a wider agency stance. Thus, woven into their service fabric are other creative rehabilitation endeavors, many of which go unpublicized and unheralded. Programmatic Research Project experiments in community organizations are less receptive to the possibility of initiating rehabilitation services for the homebound. Conversely, creative and flexible agencies offer far more favorable possibilities.

## 6. Cost and Effort

Transportation factors account for much of the cost differential between serving homebound and other clients. In addition, the larger blocks of staff time required for such service, the complexity and severity of homebound persons' disabilities, and the extended duration of the rehabilitation process can all contribute to inflating homebound service costs. Not infrequently, the presumed (rather than the actual) costs have been magnified in the minds of rehabilitation specialists to such an extent that entry into homebound rehabilitation programming becomes unthinkable. Without in any way minimizing realistic cost factors, it should be noted that the 20 agencies represented in this sample are meeting Homebound Program expenses without any strain. On the contrary, the actual costs of serving homebound individuals at these sites is actually lower in some instances than the case costs for some other client groups such as disabled college students, paraplegics and quadreplegics, the totally blind, and the ambulatory multi-handicapped. Although most of these agencies are under heavy economic pressure, the sound management procedures applied to these Homebound Rehabilitation Services enable them to keep afloat without impairing other Agency functions. Apparently, rumored excessive costs have not deterred these agencies from conducting sound and solvent homebound rehabilitation programs. By implication, such factors should not impede other agencies from serving the homebound, as well, the same observation can be made in relation to staff effort. More personnel time usually is required to help the homebound but the difference is not great enough to discourage the committed agency from taking the plunge. Many of the agencies described in this Monograph, managed the problem by making economical and creative use of their existing manpower resources, often scheduling personnel for service on more than one agency program.

### 7. The Transferability of Participating Agency Homebound Rehabilitation Experiences

Skeptics have suggested that the experience of the 20 participating homebound rehabilitation agencies in this sample is so idiosyncratic and extraordinary that it cannot be transferred to her "less favored" agencies. The fact is that included in this sample are agencies which are among the least favored in the American rehabilitation movement. Beyond this, they represent all agency sizes, geographical locations, philosophies, areas of interest, funding, and staffing.

Thus, in everyway they constitute a cross-section of American rehabilitation agencies. Somewhere in this group is an Agency comparable to yours in most respects. Attempts made by the Programmatic Research Project in its research utilization phase indicate that transferability from these 20 agencies is not only possible but desirable. Using each model modified to adapt it to local conditions, the project helped more than 20 other agencies to initiate or expand Homebound Rehabilitation Programs with conspicuous success. Apparently, transferability is not the problem; the will to transfer is.

## 8. Peripheral Benefits

None of these 20 cooperating agencies entered homebound rehabilitation programming with intentions other than serving the disadvantaged homebound population in their communities as effectively as possible. For them, the achievement of this objective is a sufficient reward unto itself. Unexpectedly, however, almost all of the members of this Agency sample found that they gained other substantial advantages, as well, including:

a. Local appreciation, recognition, and support were given to them for their constructive approach to this central community problem.

b. Improved relationships were developed with State rehabilitation agency personnel as an outgrowth of the inter-agency cooperative effort on behalf of the homebound.

c. Additional grants and awards were forthcoming as a consequence of the mounting interest of funding agencies in supporting innovative means of working with "underserved" disabled groups, such as the homebound.

d. National and State commendation was granted to these agencies working with a problem that other agencies were unwilling to confront.

e. These agencies were designated as demonstration or training sites and as models for other agencies.

Less tangibly, but with equal significance, individual cooperating agencies reported having achieved improved staff morale, a greater flow of volunteers into the Agency, broader public support, enhanced Board interest, and improved procedures for working with other severely disabled groups, all as a consequence of their homebound rehabilitation experience. Concurrent with these benefits, none of the 20 agencies reported accompanying negative outcomes.

### 9. Impact on Homebound Clients.

Perhaps, most important of all, each year thousands of homebound persons at the respondent agencies are moving out of the shadows of almost total dependence upon their families and communities into far more useful and rewarding life-styles. Homebound persons in these relatively few agency enclaves enjoy unprecedented opportunities to re-make their lives and, taking full advantage of those opportunities, they are attaining a "rehabilitated" status in large numbers. Although each of the respondent agencies is serving its share of homebound persons, it is apparent that, even in these instances, each community that they represent has its own unfinished homebound agenda. More can be done everywhere -- but, a start, at least, is being made in these settings. The growing number of homebound persons at these sites are earning all or part of their livelihoods, enjoying more of the fruits of life in their communities, perceiving themselves more often in new and more satisfying ways, and overcoming some of the most deleterious effects of the homebound condition. All of these cooperating agencies agreed that this is what a Homebound Program should accomplish. The tragedy of American rehabilitation is that this is happening so infrequently.

In summary, this Study has revealed that at least twenty (and probably many more) American rehabilitation agencies are routinely rehabilitating homebound persons in a systematic way without major program or sacrifices. Each of these agencies has evolved a homebound service pattern that is congruent with its resources and community needs. Because of this individuality, homebound rehabilitation is now characterized by diversity, vigor, and innovation. At least five Homebound Vocational Rehabilitation Models have been identified and described; others are emerging from newer experiences in all sections of the United States. The homebound recipients of the services benefit so uniformly from the assistance they receive that it is no longer tenable to believe anything other than that the members of the homebound group do, indeed, have substantial rehabilitation potential that can be developed by existing rehabilitation interventions. The evidence is virtually immutable that most homebound persons have rehabilitation potential and that almost all rehabilitation agencies have the resources to develop this potential. The twenty agencies described in this Monograph have demonstrated conclusively that homebound rehabilitation can be accomplished under ordinary rehabilitation agency and community circumstances. The fact that it is not being done more extensively in this country is due more to the barriers that exist in the minds of men than to the limitations of homebound persons.

In the context of this conclusion, it seems apparent that the next great effort in homebound rehabilitation should focus upon the perceptions of rehabilitation workers, community leaders, and national rehabilitation organizations. To this end, the following steps are suggested:

1. The development of one national and a number of regional centers for the rehabilitation of homebound persons.

2. The early funding of numerous experimental research and demonstration projects to explore various arrangements for delivering improved service to homebound persons.

3. A national requirement that every State should develop a Homebound Rehabilitation Program for its residents.

4. The offering of incentives and reinforcements for both agencies and professional workers who serve the homebound.

5. The establishment of a professional group devoted exclusively to the rehabilitation problems of homebound persons.

6. The designation of at least one agency or a group to function as a national advocate for the homebound, in cooperation and consultation with national rehabilitation organizations.

## IV.

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